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ABSTRACT

The booklet describes and presents recommendations for improving the Fulbright-Hays exchange program. The program comprises an international visitor program and a two-way exchange of research scholars, lecturers, teachers, and graduate students. The major objective of the program is to increase mutual understanding between people of the United States and other countries. The document is presented in eight chapters. Chapter I introduces the program, explains administrative procedures and objectives, and defines the scope of the report. Chapter II summarizes findings and conclusions of the report including that the decentralized nature of the program renders most generalizations meaningless, most segments of the program are suffering from financial cutbacks, and decisions regarding practices in the field should be made whenever possible by people most familiar with circumstances in a particular country. Chapter III outlines selection processes. Chapter IV explains participant orientation and assistance procedures. Chapter V comments on adequacy of allowances to various groups of grantees. Chapter VI focuses on methods of evaluating various program functions. Chapter VII presents comments by the International Communication Agency on administering the teacher exchange program. The final chapter explains the international visitor aspect of the program. (DB)

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BY THE COMPTROLLER GENERAL

# Report To The Congress

OF THE UNITED STATES

## Flexibility--Key To Administering Fulbright-Hays Exchange Program

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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To promote understanding between the United States and other countries, the Government sponsors the Fulbright-Hays educational and cultural exchange programs. These include a two-way academic program and the international visitors program, which brings government, business, media and other leaders to the United States for short visits.

Because circumstances vary from country to country, officials administering the program overseas should continue to be flexible in managing their programs.

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ID-80-3
DECEMBER 10, 1979

COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20548

B-145541

To the President of the Senate and the
Speaker of the House of Representatives

This report is one of a series assessing the U.S. Government's public diplomacy programs to promote mutual understanding. This report discusses the management of the processes for participation in the Fulbright-Hays exchange program and the services to make the exchangee's experience meaningful.

We believe that information explaining the various processes associated with awarding Fulbright-Hays grants to both Americans and foreign nationals will be useful to those considering the future of the exchange programs authorized by the Mutual Educational and Cultural Exchange Act of 1961, as amended.

Copies of this report are being sent to the Director, Office of Management and Budget; Director, International Communication Agency; the Secretary of Health, Education, and Welfare; cognizant congressional committees; and organizations and individuals active in the exchange program.

Comptroller General
of the United States

COMPTROLLER GENERAL'S
REPORT TO THE CONGRESS

# FLEXIBILITY--KEY TO ADMINISTERING THE FULBRIGHT-HAYS EXCHANGE PROGRAM

## D I G E S T


The purpose of the Fulbright-Hays exchange program is to "increase mutual understanding" between people of the United States and other countries by means of educational and cultural exchanges. This is accomplished through

--exchanges of research scholars, lecturers, teachers, and graduate students; and

--an international visitors program.

Because the Fulbright program is an amalgam of many programs, GAO focused on aspects common to all exchange programs--selection of participants; reception, orientation, and assistance activities; and evaluation, followup, and measures of impact.

GAO is not making any recommendations. Because of different conditions, a good practice in one country may be a bad practice in another. GAO believes it is best to rely heavily for judgments as to the adequacy of the practices to those in the field most familiar with circumstances in a particular country.

The academic programs influence those in education; the international visitors program influences leaders in such fields as politics, government, business, labor, and the media. Academic participants--from the United States and abroad--are selected competitively under the supervision of the independent Board of Foreign Scholarships. International visitors are selected by senior embassy officials.

GAO identified two overriding issues:

--International Communication Agency officials overseas make exceptions



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to policy guidance from Washington because of circumstances peculiar to a country.

--Sharp funding reductions in the latter 1960s, coupled with the emphasis on maintaining the number of academic grants, resulted in cutbacks on orientation, allowances, grant periods, and followup in some countries. (See ch. 2.)

In February 1979, the President submitted to the Congress a plan to increase funding for the exchange program through 1983. Should the increase materialize, the International Communication Agency may want to use some of the additional money to improve services to participants. (See ch. 2.)

ACADEMIC PROGRAMS

While the selection process generally is performed well, there are several issues which affect the process:

--Maintaining a balance between the number of American and foreign participants (twice as many foreigners as Americans now participate).

--Awarding grants to individuals who already have studied abroad.

--Discouraging renewals of grants.

--Coordinating with other international exchange programs. (See chs. 3 and 7.)

Orientation, reception, and assistance vary from country to country. Orientation ranges from a highly structured, formal program in Germany for both Americans and Germans to a very informal briefing for Americans in Indonesia. Assistance consists of responding to individual problems as they occur. With the exception of American participants in Yugoslavia, there were few complaints. (See ch. 4.)

Generally, evaluation, followup, and measuring impact of exchanges receive little, if any, attention. Program officials do not make evaluations of exchanges and assessments of overall program impact, although individual participants prepare evaluations of their experiences. Program officials say they lack criteria for evaluations and assessments. (See ch. 6.)

In Germany, India, and Nigeria, American Fulbrighters attend a seminar or conference at least once during their sojourn. These provide participants an opportunity to meet important people, discuss their experiences, and talk to program officials. Evaluations by participants of these seminars suggest that they have a better experience because of them. GAO believes program officials in other countries may wish to consider similar conferences. (See ch. 6.)

There is little followup on previous Fulbright scholars. While many reasons are offered, including lack of funds, the pervasiveness of this problem suggests that officials overseas believe that costs of followups outweigh benefits. It may be worthwhile to consider alternatives to traditional notions of followup; for example, periodic meetings abroad of foreign Fulbrighters for a seminar related to their field of study might be considered. (See ch. 6.)

Americans in Yugoslavia face many problems--lack of suitable housing, inadequate allowances, medical care, and universities not using lecturers productively. Because of these problems, American participants are encouraged to remain for a second academic year, which is usually more productive. The second year is unusual in the Fulbright program where the common practice is to limit a grant period to 1 academic year or less. (See ch. 2.)

OTHER OBSERVATIONS

Policy guidance by the Board of Foreign Scholarships provides for mutuality of exchanges--a reasonable balance in numbers of foreign and American participants. In practice, some officials abroad apply different interpretations for mutuality, such as equality based on dollars or equality based on considerations of all exchange opportunities. (See ch. 7.)

Allowances vary between countries and program categories. With the rising cost of living and inflation, the governing factor in establishing allowance rates appears to be the desire to maintain the number of grants. There appeared to be no major problem with allowance rates in 11 of the 12 countries reviewed. The Board and the International Communication Agency believe that the rising cost of living will have a detrimental effect on the program's future by reducing the number of grants awarded. (See ch. 5.)

The teacher exchange program is declining. The decline is attributed to the Board of Foreign Scholarships' placing more emphasis on higher education in view of budget restraints. (See ch. 7.)

A pervasive problem is the lack of adequate planning by host institutions for American professors going abroad. Professors frequently find classes and books not available and often are assigned duties different from those agreed upon beforehand. (See ch. 7.)

The Office of Education Fulbright program is funded and managed seperately from the International Communication Agency program. Its purpose is to develop expertise in less commonly taught languages and cultures. (See ch. 7.)

## INTERNATIONAL VISITORS PROGRAM

About 2,000 people annually receive grants to come to the United States under the International Visitors Program. The Program appears to have few administrative problems. (See ch. 8.)

## AGENCY COMMENTS

The International Communication Agency agreed that more attention should be devoted to orientation and that in the "final analysis many of the tough judgments must be left to those nearest to the problem," i.e., binational commissions and overseas posts. The Agency did not concur with the GAO view on allowances and stated that it was "finding a number of symptoms of a serious problem" with allowances. (See app. I.)

The Chairman of the Board of Foreign Scholarships agreed with many GAO conclusions. He believed it would be useful to point out the success of the Fulbright program. Further, he believed that allowances were becoming a major problem. (See app. II.)

Office of Education officials provided oral comments that were generally supportive of the GAO conclusions. They also provided a number of suggested changes that were considered in the preparation of the report.

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ABBREVIATIONS

| | |
|---|---|
| AID | Agency for International Development |
| BFS | Board of Foreign Scholarships |
| CIES | Council for International Exchange of Scholars |
| ECA | Directorate for Educational and Cultural Affairs |
| GAO | General Accounting Office |
| IIE | Institute of International Education |
| IVP | International Visitors Program |
| OE | Office of Education |
| USICA or ICA | United States International Communication Agency |

## CHAPTER 1

## INTRODUCTION

The International Communication Agency (ICA) administers a program "* * * to enable the Government of the United States to increase mutual understanding between the people of the United States and the people of other countries by means of educational and cultural exchange * * *." Before April 1, 1978, the program was administered by the Department of State.

The program is authorized by the Mutual Educational and Cultural Exchange Act of 1961, as amended (Fulbright-Hays Act (22 U.S.C. 2452)). The 1961 authorization was a consolidation of existing legislation, the oldest of which was enacted in 1946. Thus, the program is about 33 years old.

### THE EXCHANGE PROGRAM

The fiscal year 1978 program amounted to about $55.4 million of which foreign governments contributed about $5.4 million. Approximately $51 million was applied to geographically identified exchange-of-persons programs, with the remainder going to programs without a specific geographic focus. The remainder included funds made available to

--cover worldwide cooperative programs with private institutions;

--operate the Board of Foreign Scholarships (BFS);

--promote American Studies in foreign universities; and

--assist foreign students generally in the United States.

These costs do not include the salaries of U.S. Government employees in the United States.

Number of grants for fiscal year 1978

| | Foreign | American | Total |
|---|---|---|---|
| Academic programs: | | | |
| Graduate students | 1,088 | 361 | 1,449 |
| Teachers | 101 | 92 | 193 |
| Professors (research scholars and lecturers) | 534 | 704 | 1,238 |
| International visitors | 2,368 | - | 2,368 |
| American specialists | - | 109 | 109 |
| Total | 4,091 | 1,266 | 5,357 |

Academic Programs

Academic programs include research scholars, lecturers, teachers, and graduate students. These programs are collectively referred to as the Fulbright program and participants are referred to generally as Fulbright scholars. Academic grants are generally for a full academic year with some a minimum of 5 months.

Numerous officials and distinguished scholars, during the course of our review, pointed out that the Fulbright academic program has become a highly prestigious program recognized worldwide as reflecting the best of America. This recognition is attributed to the elaborate mechanism that has been established to assure that the best candidates are selected and to protect the integrity of the program.

Binational commissions abroad manage the academic exchange programs in 44 countries. In the other countries (there are almost 140 countries in all), the academic programs are managed by the embassy cultural affairs officer.

The commissions are active in 43 countries 1/ which have entered into the executive agreements with the United States to conduct a program of educational exchange. They are referred to as the U.S. Educational Foundation or the Fulbright Commission or some variant of these titles. They are composed equally of distinguished national educators and cultural leaders and Americans from the U.S. Embassy and resident American

1/There are 44 countries served by a binational commission, but Belgium and Luxembourg share a single commission in Brussels.

community. The U.S. Ambassador serves as honorary chairman of the commission. The U.S. cultural affairs (or public affairs) officer is almost always a member.

By statute, a Presidentially appointed 12-member Board of Foreign Scholarships selects all participants in the academic programs. It also supervises the programs including the Ofice of Education Fulbright program. The Board is drawn principally from the American academic community and serves in a part-time, voluntary capacity, assisted by a small secretariat in ICA.

Program administration is the responsibility of ICA, specifically the Associate Director for Educational and Cultural Affairs (ECA). The ECA staff oversees program operations, and provides budgetary and personnel support and liaison and guidance to USICA posts abroad, to a network of cooperating agencies, and to others involved in the conduct of the exchange program.

Abroad, binational commissions and posts (embassies) nominate foreign participants and place and assist American participants. In the United States, the Council for International Exchange of Scholars (CIES) 1/ nominates American senior scholars and places and assists foreign senior scholars. The Institute of International Education (IIE) nominates American student participants and places and assists foreign student participants.

Basic program steps

Briefly, the programing mechanism works as follows:

--Under the fiscal guidance provided by Washington, each enbassy prepares an annual country plan showing the number of exchanges, both foreign and American, by category. The plans also set forth

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1/The Council for International Fxchange of Scholars is a 13-member board selected by the Conference Board of Associated Research Councils. The latter is composed of the American Council on Education, the American Council of Learned Societies, the National Research Council, and the Social Science Research Council. The CIES maintains a program staff in Washington under the administrative responsibility of the American Council on Education, supported by funds from ICA.

in priority order, (1) field, or discipline for individual exchanges proposed, (2) university placement contemplated, and (3) related information. In countries with binational commissions, the commissions prepare annual programs. These augment the U.S. mission's plans.

--Following Washington approval, specific requirements for Americans to participate in academic programs are transmitted to CIES and IIE. (These agencies advertise the availability of the grants widely throughout the academic community.)

--Applications are reviewed and the nominations are made from the best qualified.

Simultaneously, posts and binational commissions seek application from foreign academics and nominate from the best qualified applicants. CIES and IIE find placements for foreign participants and assist them during the sojourn. Binational commissions and posts find placements for American participants and assist them in their sojourn.

In the case of the academic programs, host institutions may provide student tuitions, professorial stipends, housing, or other benefits. Thus, the grant provided by ICA is sometimes a small part of the total exchange cost or a travel-only grant. In addition, foreign students in the program, especially if seeking a degree, extend their stay in the United States for a second, third, or more years. In such cases, the student is often expected to find education funds from sources other than ICA.

International Visitors Program (IVP)

The IVP permits foreign leaders and professionals to make short-term visits to the United States. Embassies select participants in the IVP and their itineraries in the United States are prepared by a variety of private programing agencies in the United States under contract with ICA. Embassies and the programing agencies work on a case-by-case basis to match the visitor's schedule with the programing agency's capacity and with the availability of American counterparts the visitors may wish to see.

In establishing ICA, the President set forth a new objective for the Agency: "To tell ourselves about the world, so as to enrich our own culture as well as give us the understanding to deal effectively with problems among nations."

It should be noted that the exchange programs, both academic and international visitors, serve the purpose of this mandate. They are the only ICA programs that do this directly.

Related Office of Education Program

Section 102 (b) (6) of the Mutual Educational and Cultural Exchange Act of 1961, as amended, authorizes the President to provide for "* * * promoting modern foreign language training and area studies in the United States schools, colleges, and universities * * *" by supporting visits abroad of teachers and prospective teachers and visits to the United States by teachers from other countries. These functions were delegated by the President to the Secretary of Health, Education, and Welfare by Executive Order 11034, as amended.

In fiscal year 1978, about $3 million was used under this authority by the Department of Health, Education, and Welfare's Office of Education (OE) to provide fellowships to Americans for study abroad, to provide for foreign participants to visit the United States, and for group projects abroad for American participants.

The OE Fulbright program complements the OE Title VI, National Defense Education Act, programs which promote foreign language and area studies in the United States. Both the OE Fulbright and Title VI programs concentrate on developing foreign language and area specialists in the less commonly taught languages and cultures of the world.

WHY THE REVIEW WAS MADE

In December 1976, we convened a 12-member panel of experts on exchange-of-persons programs for a discussion designed to help us identify the most important program areas for review. One such area was the adequacy of the many processes involved in the programs. These processes, all directly related to the individual exchangee, include: selection, reception and orientation, assistance, evaluation, followup, and impact. We were alerted to the growing interest in programs of interntional exchange by the

--proposals to reorganize the Government for the conduct of public diplomacy,

--interest in international education programs shown in the President's Commission on Foreign Language and International Studies, and

--Helsinki accords which, among other things, sought to promote educational exchanges as well as further development and improvement of foreign language teaching.

It was evident when we initiated our review that the merger of the Bureau of Educational and Cultural Affairs in the State Department and the United States Information Agency would eventually result in a number of organizational changes within the administrative apparatus managing the exchange programs. Therefore, we confined our attention during the review to these many processes.

DISTINCTION BETWEEN ACADEMIC AND INTERNATIONAL VISITORS PROGRAMS

The processes associated with the exchange programs vary between the academic and international visitors programs. Moreover, the term "Fulbright program" is ambiguous. To some, it means only the academic programs, to others it means the programs covered by the Fulbright-Hays Act which embraces both the academic and international visitors programs.

Binational commissions carry out the academic programs in 44 countries; BFS exercises important responsibilities over the academic programs. Neither commissions nor BFS have anything to do with the international visitors program.

Academic grants are advertised and awarded competively; international visitors are carefully chosen by senior embassy officials. The academic programs seek the "best"; the international visitors program seeks the "important." Academic grantees are required to complete evaluation reports on completion of their grants; international visitors are not required to do anything in a manner of speaking. Academic grantees are provided with orientation materials dealing with the culture, history, etc., of the other country; international visitors do not receive instructional materials (unless they request them) other than of a practical nature. Academic grantees are provided with assistance when they request it; international visitors, for the most part, are accompanied during their stay in the United States and assistance is offered before it is requested. The academic programs are two-way programs; the international visitors program is a one-way program. The academic programs influence those in education; the international visitors program influences those in politics, government, business, labor, media, etc.

SCOPE OF REVIEW

We reviewed records and held discussions with officials of:

--The International Communication Agency in Washington, D.C.

--The Office of Education, Department of Health, Education, and Welfare, Washington, D.C. (for those programs authorized by section 102 (b) (6) of the Fulbright-Hays Act managed directly by them and the teacher exchange program managed under an ICA contract).

--Twelve embassies abroad and eight binational commissions:

| | |
|---|---|
| Finland | Binational Commission |
| Germany | " |
| Yugoslavia | " |
| Nigeria | Does not have a commission |
| Japan | Binational Commission |
| Philippines | " |
| Colombia | " |
| Ecuador | " |
| Guatemala | Does not have a commission |
| Mexico | " |
| Indonesia | " |
| India | Binational Commission |

--Contracting agencies:

Council for International Exchange of Scholars, Washington, D.C.;

Institute of International Education, New York City and Washington, D.C.; and

African-American Institute, Washington, D.C.

The 12 countries combined accounted for slightly more than 20 percent of the dollar and number of exchanges in the fiscal year 1978 total worldwide program but accounted for slightly under 10 percent of the total number of countries with which exchanges are conducted.

We did not include ICA's American Specialists Program in our review. At the time we began our review, it was believed that material changes in the American Specialists Program would take place probably invalidating any findings

we might make with respect to that program. Such changes did occur. An American Participant Program is now carried out under guidance furnished by the Associate Director for Programs. The Associate Director for Educational and Cultural Affairs, responsible for the exchange programs covered by our review, continues to have responsibility for a program for Academic/Cultural Specialists.

Chapters 2 through 7, which follow, deal exclusively with the academic exchanges. The concluding chapter, chapter 8, deals with the International Visitors Program.

AGENCY COMMENTS

In commenting on this report, the International Communication Agency (see app. I) agreed that additional attention should be devoted to orientation and that in the "final analysis many of the tough judgments must be left to those nearest to the program--the binational commissions and USICA posts." ICA did not concur with our view on allowances and stated that it was "finding a number of symptoms of a serious problem" with allowances.

The Chairman of the Board of Foreign Scholarships (see app. II) in commenting on the report agreed with many of our conclusions. He believed it would be useful to point out the success of the Fulbright program. Further, he believed that allowances were rapidly becoming a major problem.

We also obtained oral comments from officials of the Office of Education. They made a number of suggested changes and comments which were considered in the final preparation of this report.

## COST AND PARTICIPANTS BY GRANT CATEGORIES

## FOR COUNTRIES COVERED BY GAO REVIEW (note a)
(fiscal year 1978)

| Country | Graduate students Grants U.S. | Graduate students Grants Foreign | Graduate students Total cost | Senior scholars Grants U.S. | Senior scholars Grants Foreign | Senior scholars Total cost | International visitors Grants | International visitors Cost |
|---|---|---|---|---|---|---|---|---|
| | | | (000 omitted) | | | (000 omitted) | | (000 omitted) |
| Colombia | 7 | 41 | $ 144 | 13 | 1 | $ 119 | 14 | $ 44 |
| Ecuador | 4 | 24 | 119 | 4 | - | 49 | 33 | 36 |
| Federal Republic of Germany | 107 | 126 | 1,508 | 56 | 59 | 808 | 42 | 110 |
| Finland | 4 | 8 | 91 | 13 | 7 | 122 | 21 | 49 |
| Guatemala | - | 1 | 6 | 1 | - | 24 | 10 | 19 |
| India | 2 | 9 | 79 | 37 | 39 | 626 | 26 | 90 |
| Indonesia | 1 | 18 | 123 | 5 | 6 | 183 | 20 | 93 |
| Japan | 3 | 24 | 201 | 12 | 15 | 438 | 51 | 136 |
| Mexico | 14 | 14 | 204 | 9 | - | 144 | 33 | 82 |
| Nigeria | - | 2 | 17 | 9 | 16 | 184 | 73 | 241 |
| Philippines | 3 | 26 | 171 | 6 | 2 | 67 | 21 | 83 |
| Yugoslavia | 5 | 20 | 152 | 42 | 14 | 510 | 52 | 141 |
| Total | 150 | 313 | $2,815 | 207 | 159 | $3,274 | 396 | $1,124 |

a/Teacher exchanges and American Participant grantees are not included because of the small number.

## CHAPTER 2

## FINDINGS AND CONCLUSIONS

### A DECENTRALIZED PROGRAM

In respect to the processes reviewed, our most important conclusions is that differing circumstances in each of the many countries affect the processes of participant selection, reception, orientation, assistance, evaluation, followup, and impact.

The Board of Foreign Scholarships publishes policy guidance for the academic exchange programs. Top agency management officials issue program instructions to the field implementing BFS policy and formalizing administrative procedures. Officials in the field make exceptions to the policy guidance when it is deemed necessary to further program objectives, for example:

--Board policy provides for preference to be given to applicants without a previous opportunity to study abroad. In Japan prior experience abroad is required in one category of academic exchange, and preference is given to those who have studied abroad in certain categories in Japan and Indonesia.

--Foreign student renewals are permitted for an additional year or years in order to enable students to acquire U.S. degrees. However, because in some countries foreign students are reluctant to return home after an extended stay in the United States, program officials abroad do not permit foreign student renewals.

--American renewals are generally not permitted since a grant for a second year deprives someone else; however, in Yugoslavia, American renewals are encouraged as a matter of policy because of difficulties Americans have in settling in there.

--Board policy provides for mutuality in exchanges, i.e., a reasonable balance between the number of foreign and American academic participants. But officials in the field apply the concept in varying ways if at all.

--Field officials are supposed to maintain contact with former foreign grantees--for the most part, this is virtually ignored in all countries.

--Binational commissions are understood to be in control of the program in 44 countries (8 of the 12 reviewed by us). In 1977 Washington reversed some decisions the Commission in Ecuador had taken in suspending the grants of some American graduate student researchers, resulting in all the Ecuadorean Board members resigning. 1/

In addition to varying country circumstances, there may be a historical reason why officials in the field deviate from Washington guidance. From 1953 to April 1978, management in Washington was in the State Department while management in the field was the responsibility of ICA (formerly the United States Information Agency). We believe Washington officials should continue to allow field officials broad latitude in managing country programs.

EMPHASIS ON NUMBER OF GRANTS

The emphasis on keeping the number of grants up is having an impact on the selection and other processes. For example:

--Because increasing program costs in Japan caused a reduction in the number of grants, program officials there proposed a reduction in allowances for Americans in Japan for the 1979-80 academic year. BFS objected because

---

1/BFS noted that the incident in 1977 regarding the resignation of the Ecuadorean members of the binational commission could have been avoided had there been earlier and more adequate consultation between the post, the Department of State staff and the BFS. It involved a Commission recommendation that a grant to an American graduate student be terminated for cause. The Commission was not informed, however, that a grant termination involves the concurrence of the BFS, which as the grant selector also must be the grant terminator. Because of a failure to communicate promptly as events occurred, the Commission members resigned (later withdrawing their resignations) before the case was ever referred to the BFS.

it believed that any impairment of allowances would be unwise. Officials in Japan dropped their proposal but remained concerned that reductions in the numbers of participants would hurt program visibility and impact in Japan.

--During our review in the Philippines, we noted that American post-doctoral grants were for a 5-month duration. Officials there told us that the 5-month grant was not as productive nor as desirable as a full academic year grant and that most Philippine universities would prefer an American lecturer for a full academic year. But the Commission was unwilling to reduce the number of grants in order to expand the duration of them even though it was realized it would be more effective in terms of cost to do so.

The impact on the processes resulting from the emphasis on keeping the number of grants up is shown in the following examples:

--In Finland, presenting a formal orientation program for American Fulbright grantees has been a problem, according to officials there, because, among other reasons, the Commission has limited funds for orientation.

--In Germany, the Fulbright alumni magazine, used in part for followup, was terminated in 1968 because of funding cuts and there are no plans to resume publication.

--Indian grantees are provided an informal predeparture orientation at one of four main cities; formal orientation is not held because of the distances involved and expense of bringing them to one location.

--In both Japan and Indonesia, we were informed that one American applicant may be accepted over another because of the difference in allowance requirements.

During the second half of the 1960s, the program experienced severe funding cuts. The chart on page 14 shows the trend in spending for the last 20 years in 1972 dollars.

From $39 million in 1959, the program climbed to about $75 million in 1966 and sharply dropped to the $39 million level in 1969. Except for a significant reduction in 1977, it has remained at about the 1969 level since then in real terms.

Because of the reduction in the latter 1960s, program officials have worked hard to obtain external funding. This funding takes several forms: increased funding by other governments, host institutional cost-sharing (universities pay tuition, allowances, and stipends or parts thereof), and partial grant funding with the grantee or some other program picking up the remainder.

An indication of how far program officials have gone to strech program dollars can be seen in a practice employed in Japan. All Japanese recipients of all-expense grants are asked whether they are willing and able to pay one-way air transportation to the United States in order to make funds available for additional grants. In 1977-78, 10 of 22 recipients replied positively.

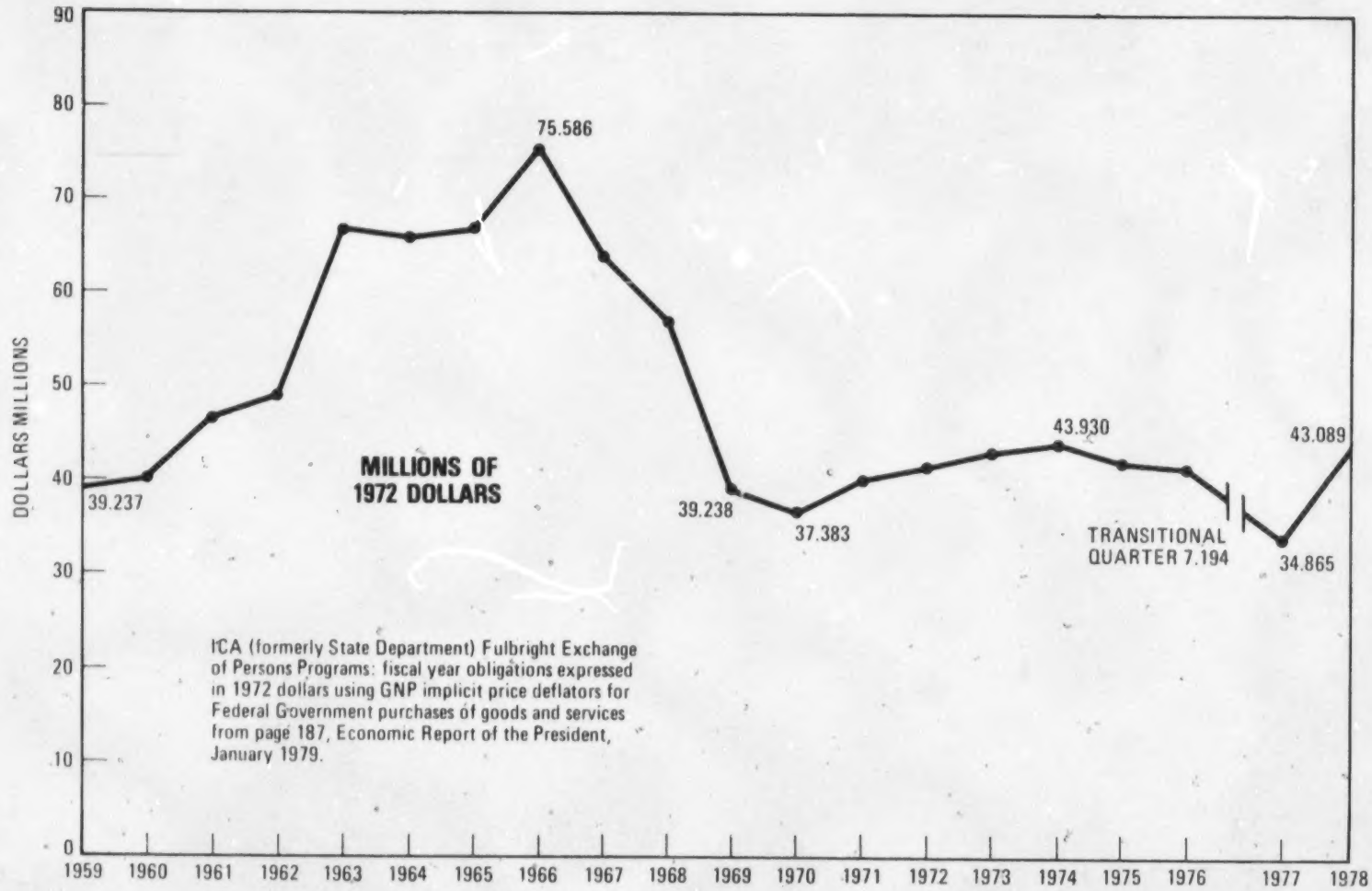
The Board noted in its comments on the report that the "number of grants versus program resources is a real dilemma, particularly with static budgets and shrinking dollars." The Board feared "* * * that if grants are reduced to minimum numbers there is a danger that the Fulbright Program will be too small to continue to exist."

Because of the emphasis on keeping the number of grants up and earlier funding reductions, some of the processes relating to the exchanges may be shortchanged. There is no way to assess the impact of (1) increasing grant periods at the expense of grant numbers, (2) enhancing orientation at the expense of followup, or (3) improving allowances at the expense of some other aspect. Such decisions are soft judgments best left to knowledgeable field officials.

## POSSIBLE FUNDING INCREASES AND OPTIONS

The Foreign Relations Authorization Act, Fiscal Year 1979, approved October 7, 1978, called upon the President to submit a plan to the Congress for significantly increased financial resources for the exchange-of-persons program.

By message dated February 23, 1979, the President submitted the plan to the Congress. With a fiscal year 1979 actual increase of about $4.4 million, and a proposed budget increase of about $5.6 million for fiscal year 1980, the President's plan calls for additional $5 million-a-year


DOLLARS MILLIONS
90
80
70
60
50
40
30
20
10
0
75.586
39.237
39.238
37.383
43.930
43.089
34.865
TRANSITIONAL QUARTER 7.194
MILLIONS OF 1972 DOLLARS
ICA (formerly State Department) Fulbright Exchange of Persons Programs: fiscal year obligations expressed in 1972 dollars using GNP implicit price deflators for Federal Government purchases of goods and services from page 187, Economic Report of the President, January 1979.
1959 1960 1961 1962 1963 1964 1965 1966 1967 1968 1969 1970 1971 1972 1973 1974 1975 1976 1977 1978

growths for fiscal years 1981, 1982, and 1983. For the same 5-year period, further increases of over $30 million are projected to cover overseas cost increases.

If these increases materialize, four options or combinations thereof would be to (1) increase the number of grants, (2) improve allowances and services, (3) concentrate increased funding in a few countries to make a substantial difference in those countries in both numbers of grants and improved services, and/or (4) increase support for cooperative programs with private institutions. The third option might be coupled with strategies to attract additional host country funding or to initiate the process to establish new binational commissions.

ASSESSMENT OF THE PROCESSES

Essentially, our review was directed to the processes of an exchange, i.e., the selection process, receiving and orienting exchangees, assisting them during their sojourn, subsequent followup, evalution of the exchange experience, and assessing the impact of the exchange.

Generally, we believe the processes of selection, orientation, and assistance are handled adequately. This judgment takes into account (1) deviations from Washington policy guidance that are justified based on circumstances peculiar to the country and (2) the skimping on some services in some countries to keep the number of grants up.

We do believe commissions and posts may wish to give consideration to a practice now employed in some countries with good results. This is the use of a conference for American Fulbrighters for (1) cultural orientation, (2) program evaluation, and (3) a discussion of individual administrative needs and concerns with ICA officers in the field. The conference is used in Germany, India, and Nigeria.

In Germany, it is a week long program, that brings together American Fulbrighters and, recently, Fulbright grantees from some other European programs. In 1977, conferees discussed American studies in Europe. The topic in 1978 was "Educational Reforms in Europe and the Impact on Exchanges." During the meeting, Commission officials meet with grantees, identify problems, and incorporate needed changes in program activities and orientation materials to better meet grantee needs.

In India, the Commission sponsors a formal 1-week orientation seminar, usually in September, for all American Fulbrighters. The Prime Minister attended the 1977 conference.

The Nigerian midpoint conference, a 2- to 5-day event, provides the American Fulbrighters in Nigeria with an opportunity to meet and discuss matters of common interest. The December 1977 conference included a Nigerian cultural presentation and meetings with cultural officers from other embassies and with prominent Nigerians. As for program administration, feedback from grantees is used in improving the orientation program.

These conferences provide an opportunity for the Fulbrighters to (1) be addressed by the American Ambassador and other important people, (2) get to know one another, and (3) mutually reinforce one another in their efforts to cope with common problems. After reviewing many grantee-prepared evaluation reports, we found that the American Fulbrighters in Germany, India, and Nigeria found their experiences more satisfying as a consequence of these conferences.

## THE PROBLEM IN YUGOSLAVIA

The only substantial problem disclosed in our review is the pervasive difficulty faced by American grantees in Yugoslavia. (See pp. 32 to 34.) A costly solution to the problem, one that appears reasonable under the circumstances, is the practice in Yugoslavia to encourage American grantees to renew their grant for a second year during which they have either resolved or learned to live with the problems. This is costly because, depending on how one looks at it, it makes each grant cost about twice as much or it effectively cuts in half the number of Americans who would otherwise benefit from a Fulbright grant to Yugoslavia. Although we have no recommendation to make with respect to this problem, it is evident that action underway needs to be continued to alleviate the problems as much as possible.

## ABSENCE OF FOLLOWUP, EVALUATION, AND IMPACT ASSESSMENT

Many reports on the Fulbright program over the years have pointed out the lack of followup. Our review in 12 countries showed that followup was limited and informal. (See pp. 45 to 47.) We found no convincing reason for not doing the followup. Perhaps it is not considered worth doing by field officials.

It may be worthwhile to consider alternatives to traditional notions of followup. One suggested alternative is periodically reconvening foreign Fulbrighters abroad for a seminar on current developments in their academic field (American specialists might be included). Although some seminars directed to former Fulbrighters and non-Fulbrighters alike may occur, an official program, instead of followup as it is now understood, would focus attention on its importance. Also, this type of sponsored seminar would permit the accumulation of experience helpful to program development.

Little is being done in the areas of evaluation and impact, other than through grantee-prepared evaluation reports--the obvious complication is the lack of suitable criteria.

On the other hand, it is clear that the program promotes cross-cultural awareness and international education leading to mutual understanding.

## CHAPTER 3

## SELECTION

The qualities and personalities of the individual participants determine the outcome of the exchanges in the Fulbright program, because it is a person-to-person program. The importance of the selection process cannot be overstated.

### THE PROCESS

The selection of grantees for the Fulbright program involves long and complex operations. The selection process varies with each specific country and with each program category.

The selection process begins with the annual country proposal prepared by the binational commission or post. The proposal outlines the goals to be attained through the exchanges during the year in broad terms. It establishes target numbers of exchanges for each category of exchange, any restrictions on the exchangees' pursuits while in the country, and the priorities of selection, if any. The officials who prepare the country proposal control the direction and priorities of the Fulbright program for that country. The Board of Foreign Scholarships approves all country proposals before they are implemented.

### American selections

Specific country requirements are furnished to private agencies in the United States who operate under contract to ICA. The principal contract agency for students is IIE in New York City. IIE widely advertises the availability of the ICA Fulbright student grants.

Student applications are reviewed by a campus committee which may rank the students against one another as to ability, suitability, and adaptability for a foreign exchange. At this level, the personal attributes of the applicant can be judged through interviews. No applications can be eliminated at this point.

Following the campus committee review, the applications are sent to IIE where they are screened for eligibility. The applications are then presented to the appropriate IIE

national screening committees. 1/ There are 13 area and 15 subject matter committees. The committees rank the applicants and compile a "panel" of recommended principal and alternative candidates for each country.

Selection of American senior scholars is similar. Following receipt of specific country requirements, CIES (located in Washington, D.C.) advertises the availability of grants and receives applications for them. Generally, senior scholars are professors who go abroad to lecture or to do research. Application papers, including references, are reviewed by CIES advisory committees--made up of subject-matter and geographical-area specialists. There are 5 area and about 50 subject-matter advisory committees. The area advisory committees compile the recommended country panels of principal and alternate candidates.

Both IIE and CIES send the recommended panels of principal and alternate candidates and their applications to the appropriate posts or binational commissions and through ICA to the BFS.

The panels and applications are reviewed at the posts or binational commissions for suitability for the exchange; projects are screened for political sensitivity and feasibility; and placements and affiliations with appropriate institutions are arranged. If posts or binational commissions object to the ranking of principal and alternate candidates, they make their objections and alternative choices known to BFS.

In some instances the foreign governments are involved in the selection process at this time. In Indonesia, for example, the Government must approve all overseas exchanges and selects the American students whom they co-sponsor.

Foreign selection

The process of selecting foreign participants abroad is similar to the one used in the United States for American participants. Grant opportunities are based on country proposals approved by BFS.

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1/BFS noted in its comments "that the members of screening and advisory committees assisting IIE and CIES are unpaid, selected academics who serve in a voluntary capacity. Without their expert services and the resulting peer review system, the Fulbright program would be much more vulnerable to criticism in its selection process."

Potential applicants are notified of the opportunities in a variety of ways. In Yugoslavia and Ecuador, advertisements were published in mass circulation newspapers because officials in these countries felt this was the best way to notify potential applicants. On the other hand, no advertisements are made in Mexico and Indonesia; instead the grant opportunities are made known to key people who in turn pass the information on until it eventually reaches potential applicants.

Applications are screened in a variety of ways, but the process in every case is layered and the posts or commissions in the end compile listings, generally ranked in order, of the principal and alternative candidates for the exchange. The selection committees overseas send their recommended panels through ICA to IIE and CIES for placement in and acceptance by U.S. institutions, and to BFS for final approval.

IIE sends foreign student applications to the institutions requested by the students as well as other institutions that have the programs of study desired by the applicant. IIE also seeks funding support from the institutions. The goal is to give the applicant as many choices and the best financial arrangements possible to minimize the cost to the program. The student makes the final choice among the institutions which have agreed to accept him/her.

CIES follows a similar pattern in placing foreign senior scholars. Also, a common practice is for a senior scholar to personally make contact from abroad with the desired host institution to work out suitable arrangements.

### Board of Foreign Scholarships

BFS has final approval authority over each selection. No grants are issued nor notifications of award made before BFS has approved selected candidates. BFS has six area subcommittees to review the panels of nominees against country proposals and the BFS policy statement. BFS also has a subcommittee to review and approve the OE Fulbright nominees. Following the BFS review and approval, grantees are notified.

## SOME IMPORTANT CONSIDERATIONS AFFECTING THE SELECTION PROCESS

### Mutual understanding

The term "mutual understanding" is used in the basic legislative authorization for the Fulbright program. "Mutuality" is advanced by having a reasonable balance in participation by American and foreigners. (See ch. 7.)

Repeat grantees and student renewals

Advancing "understanding" means involving as many participants as possible which in turn leads to policies on avoiding repeaters and minimizing renewals. Strictly speaking, a repeater is a grantee who previously received a Fulbright grant. Less strictly speaking, a repeater can be defined as a grantee who previously studied in the United States. A renewal is an additional grant tacked on to an existing grant, usually for a similar period of time as the existing grant.

BFS policy discourages selecting repeaters and seeks to minimize renewals except for grants to foreign students seeking degrees in the United States. In practice, however, officials abroad sometimes deviate from the policy in view of circumstances existing in the countries in which they operate. Consequently, officials in Japan require Japanese lecturers and researchers to have had previous experience in the United States. Those officials also give preference to American senior scholars with prior experience in Japan. Similarly, in Indonesia, previous experience is required for grantees in certain categories. These deviations from BFS policy are justified on the basis that they are necessary to the success of the exchange.

In 11 of the 12 countries visited, we found few cases where American scholars had their grants renewed for an additional period. In the remaining country, Yugoslavia, officials there encouraged American grantees to renew their grant for an additional year. Because of the problems experienced by American grantees in Yugoslavia (see p. 32), this policy is designed to improve the overall quality of the exchange experience.

Foreign students not returning home

For years, many foreign students in the United States have sought to remain in the United States on completion of their studies. ICA officials have sought to minimize this problem in the Fulbright program through the selection process.

In India, only employed Ph. D. candidates are selected for the program and their 1-year grant is nonrenewable. In some other countries mature and employed candidates are selected. Many of these are employed by universities or governments.

In the Philippines, we found that 11 of 85 or 13 percent of Filipino grantees from 1970 to 1976 did not return home. The Commission in the Philippines recently instituted 1-year

nonrenewable, nondegree grants which should reduce this problem. Based on our findings in the 12 countries reviewed, we found that foreign students not returning home is not a problem in the Fulbright program.

Coordination with other programs

We found no formal coordination in the field among the various international exchange programs. Officials abroad responsible for the Fulbright exchanges were aware of other exchange programs and, in some instances, this influenced their choice of participants.

In both Japan and India, we were informed that officials use the Fulbright program to balance the number of American and foreign participants in the total exchange effort with the United States.

In some countries, the Agency for International Development (AID) and the ICA Fulbright program both operate. The AID program, among other things, brings foreign students to the United States for development-related training. The ICA program brings foreign students to the United States for education under a program designed to enhance mutual understanding.

Should the ICA program be directed to achieving an AID country objective? Officials in Guatemala said the Fulbright program was not tied directly to Guatemala economic development needs. We were also informed that the integrity of the Fulbright program might be questioned by Guatemalans if it were. In view of the small size of the ICA student program there (one each year), the matter is of little consequence.

In both Indonesia and the Philippines there is no formal coordination between AID and ICA although there are frequent contacts between managing officials. In both countries, ICA exchanges are seen as contributing to economic development objectives but with exchanges directed in areas excluded in AID programing.

In Colombia, ICA does not program to meet the needs of the AID program but establishes priorities for developing countries goals. These may or may not coincide with AID goals but do support the needs of a developing country. (The remaining countries covered in our review do not have AID programs.)

In our opinion, the judgment as to whether and to what extent the ICA program ought to be directed to meeting a country's economic development goals should rely heavily on U.S. officials managing the ICA program in the country.

BFS, in responding to the above view, noted that the Fulbright-Hays Act did not intend for the academic program to achieve AID country objectives. The Board further noted that "it was not so conceived by the Congress nor ever so viewed by the Board of Foreign Scholarships. The basic question is one of great consequence." The Board further stated "that the extent to which any given country's academic exchange program is directed to meeting that country's economic development goals is one which should involve consultation between the BFS, ICA, and the appropriate post before decisions are made."

We agree that BFS and ICA Washington should be consulted if the academic program's sole objective is to meet an AID or economic development goal.

Name requests

Fulbright grants are openly announced and awarded competitively. Sometimes a managing official seeks or has been requested to seek a specifically named individual to participate in a particular exchange. For example, a university abroad, in specifying its needs for an American lecturer in a certain field with certain expertise, may have a particular person in mind and may request that person. Because of the understanding on open competition, applications for grants where there are named requests for the position are announced and screened in the same manner as for unnamed requests.

We have been unable to determine the number of named requests, but based on our review of individual case files in 12 countries, we would estimate the number of named requests at around 5 to 10 percent of the number of senior scholars in the program. Whether a case involves a named request is not always clear. In some instances a particular individual may be "suggested" rather than named. It is also possible that nominating officials could directly inform a preferred individual of an upcoming grant opportunity and ask him to apply. If the preferred individual meets the selection criteria, the name will be included on the qualified lists and will probably be the one selected.

## CHAPTER 4

## ORIENTATION, RECEPTION, AND ASSISTANCE

According to the Board of Foreign Scholarships' Policy Statement of June 9, 1975:

> "The importance to the success of the program of effective orientation, briefing, and counseling of American and national participants is recognized by the Board of Foreign Scholarships. An important function of the Department, the binational Commissions, and posts shall be to insure appropriate orientation, briefing, and counseling to assist grantees to derive maximum benefit from their experience abroad."

### ORIENTATION

Orientation involves two distinct components, (1) practical information on living conditions in the host country, its people, visas, clothing, currency, customs requirements, medical facilities, and other basic information essential to enable participants to cope with a new environment and (2) information on the historical, economic, political, and cultural background of the host country, social customs and traditions of the people, and such other information furthering mutual understanding. This can be referred to as cultural orientation. Generally, commissions or posts are responsible for orientation programs for both American and foreign participants.

All 12 countries visited have an orientation program designed to provide participants with practical information to ease the adjustment process. Except for Americans in Yugoslavia, where there are many problems, we judge this part of the orientation to be generally adequate based on the comments of participants.

With respect to that orientation designed to further mutual understanding by providing participants with information on the historical, political, and other background information of the host country, whether existing programs are adequate depends on how one sees the objective of the program. In view of the costs of orientation, in both program funds and time, officials can rationalize an abbreviated orientation program in order to maximize the objectives of providing foreign students with U.S. degrees, providing the most time to American professors to teach abroad, and providing maximum time for American researchers to conduct their research.

In Germany, an excellent orientation program is carried out. A considerable portion of the Commission's work is related to the supervision and orientation of both German and American grantees. In the Executive Director's view, the kind of orientation offered by the Fulbright program has paved the way for the excellent relations the grantees have with the administrators of the program as well as adapting to the social and academic surroundings in the host country.

Prior to departure, a 3-day orientation session is provided to German students. Much of this orientation is provided by the Fulbright Commission and stresses the structure of the curriculum and higher education system in the United States. Additionally, various publications and study guides are provided to the students. Besides this kind of information, the Commission has included topics related to past and current affairs in Germany so as to complement civics education provided in the German schools.

A 3-day orientation session is also held for German exchange teachers in conjunction with the orientation conference for incoming American teacher grantees. This provides the teachers with an opportunity to meet and discuss the upcoming grant year. The German teacher grantees are also provided with a handbook which provides them with practical kinds of information needed while in the United States.

Review of German student and teacher grantee evaluation reports showed that the grantees were quite receptive to the orientation and materials provided by the Commission. The German grantees felt that these sessions helped prepare them for the year in the United States and some suggested that the session on Germany's past and current affairs was extremely valuable. Our discussions with former German grantees confirmed the above sentiments.

The commission offers the following orientation/reception sessions to American student, teacher, and professor grantees who will spend 1 academic year in Germany:

| Date/location | |
|---|---|
| End of July and early August/ Bad-Godesberg | Session for American students who will be attending an 8-week language course prior to studies at German universities. |
| Early August/Bad-Godesberg | Session for American and German exchange teachers. |
| Mid-September/Bremen | Session for second group of American students (nonlanguage). |
| Early October/Bad-Godesberg | Session for American lecturers and research scholars. |

These sessions are designed to provide the grantees with information on the program year in Germany. Special orientation programs are also designed for the grantees' spouses and children. The Commission has prepared two publications which provide the American grantees with both practical information on Germany and the German university system. These are provided before arrival in Germany. In addition, the Commission issues four newsletters each academic year which provide grantees information on grant requirements.

Our review of former American grantee files showed that the grantees were very impressed with the orientation sessions and the materials provided to them by the Commission. One aspect that was frequently mentioned as being particularly helpful was the names and addresses of Fulbrighters who were completing their grant period. This provided new grantees with the opportunity to meet and discuss the program with someone who had just gone through it.

Besides the orientation provided by the Commission, we were told by Embassy officials that the Embassy holds two functions for Fulbrighters in Germany each academic year. One is an orientation provided by the Ambassaor, and the other is a briefing by the program exchange officer and the political and economic counselors on the situation in Germany, how an Embassy functions, etc.

The Executive Director views the orientation provided by the Commission and sessions held by the Embassy as the

mainstays of the Fulbright Commission's program. In his estimation, these conferences are the primary reason for the success enjoyed by the Commission in academic exchanges. The effort to design orientation programs and prepare literature is considered worth the cost. In the past when orientation was reduced by the Commission, it had a negative effect on the program. In the early 1970s, at the height of the student movement, a large number of grantees demanded to be excused from any kind of orientation because they viewed it as indoctrination. As a result, the Commission experienced a number of problems because the grantees were inadequately prepared. The Executive Director stated that orientation should be reinforced rather than reduced. He also said that all too often, when program funding is reduced, orientation is cut back. Although establishing an orientation program can entail large initial cost and effort, once this has been accomplished, the benefits derived can result in a smooth running program. The Executive Director said that these benefits are worth the effort and that an effective orientation program is the heart of a successful exchange program.

On the other hand, in some of the other countries covered by our review, orientation programs were weak and spotty, as compared to the German program, and U.S. officials generally said such things as "it is expensive" and "it is difficult" to do because participants arrive at different times. Highly structured, formal orientation programs as in Germany are more difficult to implement with the same degree of effectiveness and efficiency in countries with small exchange programs. The German program is the largest of the programs throughout the world.

In Finland, program officials acknowledged a problem in conducting formal orientation sessions for American participants and attributed this to the fact that participants arrive at different times and funds for orientation are limited. In earlier years, lengthy orientation sessions for grantees and their dependents were held. These included lectures on Finnish society and field trips. In the fall of 1977, the orientation session was an abbreviated 1-day affair. Some American grantees in Finland expressed the opinion that orientation information is incomplete and untimely.

In Nigeria, all American participants are scheduled for a 2-day orientation session on arrival. In addition, the Embassy sponsors a 2- to 5-day midpoint conference for the Americans during which the political, cultural, and economic situation in Nigeria is addressed. Also at this time, individual meetings between participants and Embassy staff

are used to review and resolve administrative matters. We found no complaints from American participants about the orientation process in Nigeria.

In Yugoslavia, Yugoslavian participants are not provided with an orientation. In order to improve orientation, American program officials have initiated a program to contact grantees before their departure to the United States to answer their questions and to provide them with the names and addresses of former grantees.

American grantees to Yugoslavia are provided with a handbook from the Commission and an orientation letter from the post abroad before leaving the United States and are given a 3-day orientation session on arrival by the Commission. During the orientation, lectures are given on life in Yugoslavia and the practical problems of adjustment, such as medical care and registration with the local police. Many American grantees expressed the opinion that the orientation was inadequate and that the handbook was out of date, but we believe these criticisms result from the problems grantees initially face in Yugoslavia (see p. 32), rather than the quality of the orientation.

Indian grantees receive individual predeparture briefings informally at one of the four main cities--Delhi, Bombay, Calcutta, and Madras. Program officials said that formal orientation is not held because of the additional expense of bringing participants to one location and because individual briefings have worked well. Few complaints are made by Indians about orientation.

American grantees in India receive individual briefings on arrival dealing with their new assignment and certain administrative requirements. In addition, all Fulbrighters in India, including OE grantees, are invited to a 1-week orientation seminar, usually in September of each year (expenses are paid by the Fulbright Commission). The seminar, according to program officials, serves as (1) a mutual reinforcement for Fulbrighters who have served in India for several months and (2) orientation for newcomers. Housing conditions, transportation, health, education of dependents, living habits of Indians, and many other areas are covered in the seminar. Program officials expressed their view that the seminar is highly beneficial and well worth the expense. The Prime Minister of India participated in the 1977 orientation conference.

Indonesian student grantees are invited to an orientation program before their departure. The program takes place over two evenings in the capital city. In 1978, five of the

eight student grantees attended the program; the three who did not attend lived outside the capital city. Films on life in the United States are presented and other information is given.

American grantees in Indonesia are given informal, individual briefings. There is no orientation in any formal sense. U.S. officials in Indonesia believe that it is not practical to establish a formal orientation program because there are so few grantees and they arrive at different times. In addition, a number of Fulbrighters have visited Indonesia previously and, according to these officials, do not need a formal orientation session.

Japanese student grantees have a substantial orientation program involving different activities over a period of time. Each grantee is assigned to an American host family in Japan. The host families give the grantee an opportunity to speak English and learn about American lifestyles first hand. A 1-1/2 day formal orientation session is held in the spring each year before grantees depart for the United States.

On the other hand, there is no formal orientation for American grantees. Orientation is handled on a case-by-case basis. U.S. officials in Japan said that a formal orientation was impractical because grantees arrive at different times. Each fall there is a social get-together for all American Fulbrighters (both ICA and OE grantees) at which problems might be addressed.

Filipino grantees receive a formal 2-day orientation session before departure. American grantees ariving in the Philippines receive an informal orientation on arrival. We were told that the informal orientation includes a discussion of the political, social, economic, and academic climate of the country. U.S. officials said that a formal orientation session is not practical because of the small number of American grantees and because of the different times of arrival.

Our review of available American grantee final reports in the Philippines showed that several grantees were dissatisfied with the orientation--one mentioned that it was nonexistent. U.S. officials acknowledged they have not done a good job in providing orientation to American grantees.

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The attention to orientation in the 12 countries we visited varies enormously. Through the use of handbooks (providing grantees with the names and addresses of former

grantees) and written material, grantees, both American and foreign, generally seem to receive adequate practical information to enable them to adjust to the new environment.

However, in several countries, American grantees receive little, if any, current political, economic, and similar information about the host country. Where it is done well, important officials in the host country provide this information formally in a group. This method contributes to mutual understanding but is expensive and time consuming.

Foreign grantees residing outside of the capital city are often unable to participate in the formal orientation sessions for departing grantees because of costs.

Orientation is the responsibility of the commission or post. Some foreign student participants, as identified by posts, attend an IIE-sponsored English language course in the United States (6 to 12 weeks) which includes some orientation. Some American scholars stop in Washington en route to their overseas sojourn and discuss their project with U.S. Government officials. These U.S.-based orientations, undoubtedly helpful in particular situations, should not be confused with the formal process of orientation for Fulbright participants abroad. Three examples from American professors all involved in the Nigerian program and commenting on their departure briefing in Washington, illustrate this. The grantees said:

--"It was a farce."

--"It was a delightful, low key briefing. I presume the briefers were aware I had read intensively about Nigeria and did not burden us with elementary data."

--"It would be useful to have more time in Washington to take care of visas, visits, and perhaps some time for cultural training or discussion."

Public Law 95-426, October 7, 1978, authorizing appropriations for the International Communication Agency for fiscal year 1979, includes a mission statement for the new Agency in section 202, as follows in part:

"The mission of the International Communication Agency shall be to further the national interest by improving United States relations with other countries and peoples through the

broadest possible sharing of ideas, information, and educational and cultural activities. In carrying out this mission, the International Communication Agency shall, among other activities--

(1) conduct Government-sponsored information, educational, and cultural activities designed--

(A) to provide other peoples with a better understanding of the policies, values, institutions, and culture of the United States; and

(B) within the statutory limits governing domestic activities of the Agency, to enhance understanding on the part of the Government and people of the United States of the history, culture, attitudes, perceptions, and aspirations of others."

While the experience of living and functioning abroad clearly promotes substantial understanding, we believe a formalized, structured session in which a number of grantees participate is very helpful to advancing that understanding even further. So does BFS as well as program officials in Germany, Japan (for Japanese participants), India (at least for American participants), and Nigeria (again, for American participants).

In those countries where Fulbrighters are limited in number, it may be practicable to invite participants in other programs similar to the Fulbright program in order to obtain a sufficient number to promote a rich interchange of ideas. The inclusion of others would also advance understanding of history, culture, etc., on their part, as well as extend the opportunity for future contacts between exchangees.

RECEPTION

Reception can be defined, based on our review, as meeting the arriving participant at the airport in the host country (the value of this depends on the country). Americans going abroad and citizens from other countries arriving in the United States sometimes need assistance on arrival.

We found no problem in these respects with citizens of other nations arriving in the United States under Fulbright auspices. Such individuals are met on arrival or have been previously provided with adequate instructions to enable them to enter and proceed to their destinations on their own.

In some isolated instances, Americans have complained about not being met at the airport on arrival. This can be a problem in some countries. In those instances where complaints have been made, the policy has been to meet arrivals at the airport, but personnel shortages are offered as the reason for not meeting some arrivals.

Before the recent opening of the new airport about 40 miles outside of Tokyo, all American grantees were met at the airport on arrival in Japan. Currently, they are not being met. Whether this will present a problem remains to be seen.

ASSISTANCE TO THE GRANTEE

Grantees have many problems. Students and professors have difficulties with income tax laws, extending their visas, receiving grant funds in advance, extending the term of their visits, and departing early to return home.

In the United States, private agencies react to the problems experienced by foreign grantees while in the United States and seek to resolve them as best they can. Abroad, embassy cultural affairs officers (or binational commissions) react to the problems American grantees have during their sojourn.

These agencies, both in the United States and abroad, have contacts in the academic institutions to which the grantees are assigned and mediate difficulties that arise between the grantee and the host institution.

With only one significant exception, we found the programs of assistance to be quite good. Grantee evaluation reports generally praised the timeliness and effectiveness of the assistance requested. In our reviews of substantial numbers of individual exchangee case files both here and abroad, we found that inquiries from grantees were responded to in a timely, constructive fashion.

The one problem identified during our review has to do with American grantees in Yugoslavia. The problem is well known to American officials in Yugoslavia, including the Ambassador. Problems experienced by the grantees are such that their effectiveness is somewhat limited during a 1-year sojourn. Accordingly, the Post encourages grantees to remain in Yugoslavia for a second year during which their effectiveness is much greater.

Based on discussions with present grantees and review of former grantees' evaluation reports, we found that repeated requests to the Fulbright Commission in Yugoslavia for assistance were to no avail. Some grantees complained that the Commission staff simply does not respond to grantee correspondence. The most frequent and continuous problems include: lack of suitable housing; inadequate per diem and maintenance allowances; getting medical attention; and universities not using grantees.

Many grantees have experienced problems in finding adequate housing. Searching for housing can take several weeks or months, resulting in the Fulbright lecturers paying their own hotel and restaurant bills. The grantees said that the difficulties in finding housing places a strain on the lecturer-university relationship. ICA officials in Washington told us that housing is a problem in most all East European countries.

According to grantees, the stipends in Yugoslavia are considerably lower than those given to Fulbright lecturers in other Eastern European countries. The grantees said that since the qualifications for a Fulbright lecturer in Yugoslavia are the same as for Fulbright lecturers in other Eastern European countries, the Commission should equalize the stipends. (American student allowances are also a problem in Yugoslavia, see p. 39.)

The grantees said getting medical attention is a problem, especially in the smaller cities. Cost was not considered a problem since all Fulbright lecturers are insured; it is a problem of availability and red tape. ICA officials in Washington told us this was a common problem in most East European countries.

Many of the Fulbright lecturers feel their professional talents and expertise are not being used fully or efficiently. For example, a lecturer may have to wait several months before getting a classroom and even basic teaching materials; even then, he may end up teaching a basic English course. Grantees said these grant details should be worked out with the Commission before the grantees arrive. They said there is a lack of communication among the host institutions, the Fulbright Commission, and the Fulbright lecturer. It should be pointed out that this problem is not peculiar to Yugoslavia but exists in many countries. (See p. 55.)

In December 1977, a group of grantees met to decide what further action should be taken to resolve the problems. They sent a letter to the American Ambassador outlining the problems

and requesting assistance. In a February 1978 meeting with the Ambassador, Embassy officials pledged to do what they could to help.

The Cultural Affairs Officer, in a memorandum to the Ambassador, noted that the American grantees have some legitimate complaints. He noted that the Commission has not done its job properly and suggested to the Ambassador that the grantees be advised that the Embassy will continue to press the Commission to improve its performance. The official noted that the Commission has been asked to provide a housing allowance for next year's grantees and to provide a housing supplement for the current year's grantees.

The Public Affairs Officer advised the Ambassador to remind the grantees that Yugoslavia is a developing country in which changes happen more slowly than in the United States and, therefore, when they do not see an immediate reaction to their complaints, they should not interpret this to mean a lack of interest or good will on the part of the Yugoslavians.

In another memorandum to the Ambassador, the Cultural Affairs Officer said that the United States is going to have to press for greater attention to the American grantees' problems. The Embassy and the U.S. Government support the Commission and wish to see it continue and improve, and have no intention of going along with the suggestion from an agency of the Yugoslavian Government that the Commission be abolished.

At the time of our review, it was apparent not much had been done to alleviate the grantees' problems. Grantees' letters to the Commission have not been answered and grantees we talked with said that they had not seen any improvements or resolution of the previously discussed problems.

We asked Embassy officials to respond as to what actions are being taken toward resolving these problems. In their written response, after conclusion of our fieldwork, they advised that they had taken a number of steps since our visit and were determined to resolve the problems. For example, grantees will be provided identification cards and letters of introduction which should be especially helpful in clearing red tape when seeking medical attention. The orientation handbook is being updated and more attention is to be given to practical details of life in Yugoslavia at the orientation session.

## CHAPTER 5

## ALLOWANCES

Based on our review in 12 countries, the allowance practices did not appear overall to have adversely affected the program. This is best illustrated by the large number of American students, lecturers, and researchers applying for the small number of grants. For example in 1977-78, there were 3,095 applications for the 337 student grants and 2,476 applications for the 476 lecturer and researcher grants.

Although there was a general satisfaction with the allowance practices there were concerns expressed which could have a negative impact in the future. These include inconsistent practices between the ICA Fulbright academic exchange and the related Office of Education Fulbright program, rising cost of living, and dependent support. Another issue is whether the potential allowance costs should be a factor in selection.

### RESPONSIBILITY

There are no definitive guidelines for allowances, such as those that govern Federal employees going abroad. Although individual country programs have established allowance rates, the practices vary among program categories within countries and geographical areas. There are, however, some general guidelines used in preparation of the budget.

The responsibility for developing allowance policies and/or practices for the academic exchange program lies in the hands of numerous organizations, with the Board of Foreign Scholarships giving the final approval. The organizations responsible include:

Binational commission--establishes the allowance policies and rates for American grantees and may establish supplements for grantees going to the United States. Each commission establishes its own policies which can and often do lead to different practices between commissions.

Noncommission post--establishes rates for American grantee in cooperation with ICA/Washington. The rates are generally based on the Department of State rates for FSO-4. These posts have little or no input into allowances paid to those going to the United States.

Foreign government--in some instances pay and set the allowances for American grantees. In Yugoslavia, for example, the allowance rates are set by the Yugoslavian Government for all foreign student grantees.

Institute of International Education--based on a survey of U.S. universities and colleges establishes allowance rates for foreign student grantees. These rates vary according to location and cost of living in the area. The Institute arranges for most or all of the cost to be contributed by the host institution. (A new method for establishing allowances is to be used in the 1979-80 academic year.)

The Council for International Exchange of Scholars--establishes a flat per diem rate for foreign scholars regardless of location. The Council also arranges for support from host institutions.

Office of Education--establishes allowances for its section 102 (b) (6) of the Mutual Educational and Cultural Exchange Act program based on a set percentage of per diem allowances (Standardized Regulations) prepared by the Department of State.

Operating under broad guidelines, the commissions and posts have wide flexibility in the amount and type of allowances that will be paid. The diffusion of responsibility may lead to some of the issues to be discussed in subsequent sections. At this point it should be noted that the maintenance allowance is the area that concerns most grantees and program officials.

## DIFFERENCE BETWEEN ICA AND OE ALLOWANCES

Different practices between Fulbright programs (administered by ICA and OE) have caused concern among Commission officials and to a lesser degree non-Commission countries that the ICA-sponsored program is losing candidates to the OE program which pays a higher allowance. For example, both the ICA and OE awarded grants to American students for comparable programs in Japan. For the 1978 program year, according to Commission officials, the ICA grant averaged a monthly maintenance payment of $600 whereas the OE grant would be $906. This example is a rough illustration, at best, because there are other variables in determining the total value of the

allowances to meet living costs, e.g., OE maintenance is to cover housing whereas the ICA maintenance is supplemented with either furnished housing or a housing allowance.

It is difficult to determine whether one Government program is losing candidates to another Government program. Most of the concerns on losing candidates were based on suspicion rather than documented evidence.

ICA, in responding to the report, stated that they believed that ICA Fulbright candidates for the Soviet Union, Yugoslavia, and Romania are systematically lost to the OE Fulbright program. ICA further noted that IIE believed the pattern is persistent and widespread.

Although there may be differences in the various allowance categories among Government programs, it is difficult to determine if one grant is better than the other because of support that may be provided by the host institutions.

We are not recommending aligning the OE and ICA Fulbright allowances because (1) whether one Government program is losing candidates to another or not (a difficult thing to prove), it does not really make any difference in the larger national interest although it might at the lower program level and (2) we believe it is essential that program managers have the flexibility to set and revise allowances as necessary as they seek to attract worthy applicants to meet their program objectives. The loss of an applicant does not result in a reduction in the number of participants; another applicant is selected to replace the one lost.

SUPPORT FOR DEPENDENTS

The support for dependents varies among programs and countries. The number of dependents to be supported may also be a determining factor in the awarding of a grant. Concern with the availability or adequacy of a dependent allowance is of particular concern in the student program.

A noticeable irony in the support to dependents is, with the exception of the senior lecturer program, none of the programs provide transportation costs for dependents; yet, maintenance allowance is provided for accompanying dependents.

The OE policy is to provide (in its student program abroad), a dependent allowance of 40 percent of the grantee maintenance allowance for the first accompanying dependent

and 20 percent for each additional dependent. The ICA dependent allowance practice varies among countries. For example, Colombia may provide a separate dependent allowance for spouse and children whereas Japan would provide a flat family allowance.

Officials in Indonesia, the Philippines, and Japan stated that the high cost of living may discourage applicants with dependents from applying for or accepting an ICA grant. Furthermore, it appears that the additional cost for dependents may be a factor in selecting applicants where there is an effort to optimize the number of grant opportunities. This is particularly true in Indonesia.

## THE ADEQUACY OF ALLOWANCES

In 11 of the 12 countries visited, commission and ICA officials believed that the allowances were generally adequate. Our review of grantee-prepared evaluation reports confirmed the adequacy of allowances in the 11 countries. In the twelfth country, Yugoslavia, there was concern that the inadequate allowances would have a detrimental effect on the future of the American student program.

Although officials believed that for the most part the current allowances were adequate, there was concern that the rising cost-of-living would jeopardize the need to maintain the number of grant opportunities. The concerns of officials at the Binational Commission in Japan illustrate the problem. They indicated that allowance benefits to American grantees have played a major role in maintaining the quality of the program. The current cost of a fully funded (9-month) American research scholar with a spouse and two dependent children is about $34,000 (an American graduate student grantee with a spouse and two dependent children is about $27,000). The increasing cost per grantee has caused a reduction in the number of grants to Americans. The Commission equates allowance benefits with "quality" to the extent that a reduction in benefits means a reduction in quality. The Commission considered sacrificing "quality" for "quantity" and proposed a cut in allowances to Americans for the 1979-80 program; however, the Board of Foreign Scholarships rejected the proposal. The Board stated that:

> "* * * there is no irreducible minimum level of grants and that the prime consideration is assuring that grant conditions and benefit levels are such that it is possible to maintain high quality of grantees."

The Commission dropped the proposal but remained adamant that the overall visibility of the Fulbright program in Japan would lessen.

A similar view on adequacy versus visibility was noted in Indonesia. Post officials stated that allowances provided Indonesian grantees are barely adequate and that several have complained that the book allowance ($200) and travel (domestic) allowance are inadequate. Nevertheless,, they stated that grant costs must be kept down to maintain the number of grant opportunities. Post officials do not believe Indonesian grantees suffer undue hardship. They also believe allowance benefits to American are generally adequate. However, they believed most Americans make a financial sacrifice to come to Indonesia for opportunities the experience offers. The Post is uncertain whether potential candidates are lost due to allowances; although some with large families probably do not apply. Because of additional cost of education allowances, the Post discourages applicants with young children from bringing them (this is done to maxmize the number of grant opportunities). Post officials believe broad coverage is more important than setting allowances at levels which might attract better known grantees. The cost for a 12-month grant to an American professor in 1978 was over $30,000.

The most serious problem with allowances was in Yugoslavia. During the 1977-78 academic year, American Fulbright professors and junior lecturers complained about allowances being inadequate and, in midyear, the Commission increased the amounts. However, because the Yugoslavian Government determines graduate student allowances and pays the same amount to all foreign students, including American Fulbright students, Embassy officials were not sure whether the Fulbright agreement could be amended to provide for a supplemental increase. Grantees expressed the opinion that the inadequacy of the allowances may have a detrimental effect on future American applicants. Post officials stated that steps are being taken to obtain higher maintenance allowances for the American students but, if unsuccessful, they should recommended tc the Commission that the American student program be terminated.

BOARD OF FOREIGN SCHOLARSHIPS STUDY

BFS annually reviews the individual country program proposals and the Office of Education programs which include the allowances to be paid. However, BFS has never reviewed the allowances for uniformity or adequacy. In the fall of 1978, BFS directed its staff to make a study of the allowance policies and practices with the objective of determining

if there is a need for uniformity and if current policies and practices are detrimental to the Fulbright program. The study is expected to be completed and presented to BFS sometime in 1979.

AGENCY COMMENTS

ICA and BFS took exception to the statement that the "allowances were generally adequate." They noted that there was a deterioration of allowances resulting from sharp increases in the cost of living. ICA and BFS both view the allowances as becoming a major problem. ICA further believed that the matter required immediate attention "before the quality of scholars willing to apply is seriously affected and the effectiveness of those who are exchanged is undermined." ICA also noted other signs of allowance problems as disparities between OE and ICA administered Fulbright grants and evidence that grantees are using substantial amounts of personal funds just to meet minimum living costs.

We reached the conclusion that allowances were generally adequate, based on discussions with program officials in 11 of the 12 countries and grantee evaluation reports. Further, we were addressing the allowances for those 12 countries rather than the worldwide program. There were instances of problems with allowances but they pertain more to individual circumstances, e.g., number of dependents, rather than some general pattern.

As we noted in some countries, the commissions or post officials have made program adjustments and have or proposed to reduce the financial terms of a grant in order to maintain the number of grants.

We recognize, with the rising cost of living, that the allowances currently paid may become inadequate in the very near future.

There is probably a need for a formal mechanism to review allowances on a regular basis in order to make adjustments as may be warranted. This would mean that ICA/Washington, the posts, and commissions would have to maintain some flexibility to make program changes to provide for any adjustments.

If cost continues to rise (limiting funding increases) and a position is taken to enhance the financial terms of the grants, then a hard policy decision on the number of (1) grants to be awarded, (2) countries with which academic exchanges will occur, and (3) program categories will have to be made.

BFS noted that while it was aware of the different allowance levels between the OE and ICA programs, "* * * it has not felt it necessary that there be an absolute parity between the two, given the diversity of the two programs." However, the Board noted that it plans to look at this matter in its review of allowances.

## CHAPTER 6

## EVALUATION, FOLLOWUP, AND MEASURING OF IMPACT

Upon completion of the exchangee's grant period, program managers have not fully evaluated the grantee's experience nor measured career impact. This was caused by (1) late, general feedback from grantees, (2) budget restraints, and (3) no criteria for measuring impact.

### EVALUATION

As a means to identify ways to improve the grantee's experience and to get feedback on it, one condition of the grant is that a final report be submitted by the grantee to either the contracting agency or the commission/post. In addition to the final report, some programs require periodical reports to be submitted during the grant period in order to track the progress of the grantee.

### Grantee evaluation

The grantee evaluation report, which can be used to learn of the grantee's experience, accomplishments, and problems, has not been fully exploited. Some posts merely use the reports to orient future grantees; others use them to make program improvements and assess the immediate impact of the program. ICA Washington and the contracting agencies used the reports very little in their planning for future grantees.

From our review of the procedures and processes in the 12 countries and at the principal contracting agencies, we noted several areas requiring improvement in the handling and use of grantee evaluation reports. We also observed several noteworthy practices which may be applicable in other countries. We believe the implementation of the suggested improvements and practices would provide program managers with valuable information to enrich the grantee's experience and alert responsible organizations to problems that apply across the board.

### Timeliness

A grantee is required to submit a report at the conclusion of his/her sojourn on the academic work accomplished and other experiences and impressions. For the most part, the reports were on file at the commission or post; however, in a number of cases the reports were either not received or received too late for commission or post officials to discuss

them with the returning foreign grantee or departing American grantee. In addition, there are no provisions to discuss the reports with grantees in the United States.

In the case of foreign nationals returning to their country, we noted that the evaluation reports were generally received by the commission or post after the grantees returned. The grantees are required to submit the reports to the contracting agencies who in return forward the reports to ICA for distribution to the post or commission.

As a step to eliminate late receipt of American grantee evaluation reports, seven of the countries requested that reports be submitted before departure. In India, the Commission established its own report format for returning Indians to submit upon arrival home. Both of these processes have been constructive in eliminating the untimeliness or nonreceipt of the reports.

In Germany, the Commission can withhold the American grantee's return ticket to the United States until the grantee submits the required report.

The problem of timely receipt of grantee evaluation reports can be corrected by requiring the American grantees to submit their reports before departure from the host country and requiring the returning foreign nationals to provide a copy of their reports submitted to the contracting agencies in the United States to the commission or post upon arriving in their home countries. The implementation of these steps to meet a post or commission need would eliminate the possibilities for the reports being lost in the paper shuffling between and inside the contracting agencies and ICA Washington. We recognized that whether it is necessary to implement any refinement in the submission of grantee evaluation reports depends on the use to be made of them.

BFS agreed with our observation on the importance of evaluation reports and their potential use. The Board plans to remind the cooperating agencies and overseas posts and commissions of the importance of timely completion of grantee reports.

Use made of evaluation reports

According to the Board of Foreign Scholarships, the grantee evaluation reports are one of the principal ways to provide data for counseling and guidance of grantees as well as for the planning and evaluation of programs; however, the

actual use of these reports varies. Some of the uses made of the grantee evaluations by the commissions or posts in the 12 countries included: (1) measuring the immediate impact; (2) gaining feedback on the grantee experience and academic accomplishments; (3) identifying problems; (4) deciding on request for renewal; (5) preparing annual reports (binational commission); (6) counseling future grantees; (7) preparing future programs; and (8) discussing the experience with grantees. The uses were not uniform among the countries.

The contracting agencies generally spotcheck the evaluation report for problems dealing with their procedural processes. They were not asked to analyze the reports for program or administrative improvements or identification of common problems. In addition, there was no verification to ascertain that all grantees submitted their reports.

ICA headquarters may or may not receive the evaluation reports. ICA does not want the reports sent to them on a routine basis because they depend on the contracting agencies and the commissions or posts to review the reports for problems. This system of handling the reports is in line with ICA's decentralized approach to managing the program. Furthermore, ICA officials do not believe that the reports provide sufficient, meaningful information to require any thorough analysis in view of their limited staff resources.

In Germany and India, the commissions have added a further dimension to obtaining grantee program evaluation. Their evaluation processes follow:

Germany--The Commission attempts to evaluate its program through (1) discussions with American grantees during a midyear meeting in Berlin (Fulbrighters in other European countries are invited), (2) review of all grantee reports, and (3) individual meetings with all grantees. The information obtained is used by the Commission to revise policies, alter future programs, and improve coordination with other agencies involved in exchange programs.

India--The Commission sponsors an annual evaluation conference usually held for 1 week during the spring. The annual evaluation conference for all American Fulbrighters (including OE Fulbrighters in 1978) is the primary tool used to measure the impact of the Fulbright program for Americans. The evaluation conference is devoted to discussion of problems surfaced during the past year and recommendations to improve the exchange experience.

The annual evaluation conference appears to be an innovative approach to measure the immediate impact of the exchange and to identify areas in need of improvement.

ICA Washington might usefully require some analysis of the evaluation reports by its staff as a means to add another dimension to its assessment of the program, the contracting agencies performance, and the overseas operation. A sample could be taken at least once during each program year. Doing this would probably require changes to meet the concerns that the reports do not provide meaningful information. The quality would probably also be enhanced if the grantees thought these reports were to serve as a valuable tool to program managers.

Based on our review of the reports on the evaluation conferences in Germany and India, we believe it would be worthwhile for ICA to recommend similar conferences in other countries with fairly large Fulbright programs. Even in countries with small programs, it may be feasible for ICA to co-sponsor an evaluation conference with other non-ICA exchange programs.

FOLLOWUP

The Board of Foreign Scholarships urges commissions and posts to maintain contact with returned grantees and to encourage their participation in activities that fall within the broad objectives of the exchange program. The primary emphasis is placed on maintaining contact with foreign participants. We found that the followup process either did not exist or was informal.

American grantees

It is estimated that 41,000 Americans have been Fulbright scholars. From our review, we found that there is little or no effort by commissions, posts, or ICA headquarters to follow up or maintain contact with former American Fulbright scholars.

The contact with former American participants generally comes through the selection process. The contracting agencies encourage universities and colleges in establishing their campus Fulbright screening panel to seek out former Fulbrighters for membership.

In 1977, a Fulbright Alumni Association was formed in the United States. The Association came into existence as the result of regional conferences of former Fulbrighters to celebrate the U.S. Bicentennial and the thirtieth anniversary of the Fulbright program. The initial concern was to build

membership and to push for program support. In addition the Association wished to be useful and to remain in touch with colleagues both in the United States and in the countries where they studied.

Foreign grantees

There have been approximately 80,000 foreign Fulbright scholars. There are a number of things done or encouraged by the commissions and posts to establish links with former scholars. These varied from country to country and included the following:

--In all the countries visited, grantees were included in the ICA post system to identify individuals to send ICA publications, invite to participate in embassy or ICA functions, etc.

--In Japan, the Commission prepares an annual newsletter to be sent to former grantees.

--In the Philippines, India, Ecuador, and Finland, there were Fulbright alumni associations. Some of the associations are active while other exist only on paper. In those countries with active associations, the commissions depend heavily on them for maintaining contact with former grantees.

--In the Philippines, the Commission publishes a quarterly publication that is sent to alumni. The publication includes information on the activities of the Commission and the alumni association.

--Some commissions or posts ask former grantees to sit on selection committees, give talks, and act as contact for new American grantees.

Perhaps the overriding reason fot the limited followup is that ICA places a low priority on its importance, because of budget restraints, in terms of some of the other processes. In a number of countries visited, we were informed that with rising costs and budget cuts that were instituted several years ago, activities that were formerly directed toward followup were eliminated. Another problem associated with followup relates to avoiding the implication that former grantees have a continuing obligation to the U.S. Embassy. This is a particular concern in Finland.

The aspect of maintaining contact with former grantees through followup has been a problem in virtually all exchange programs. Spaulding and Flack 1/ found that:

> "Few sponsoring agencies or educational institutions maintain regular, sustained contact with students after return home; such contacts as exist are generally informal, based on student-professor friendship."

MEASURING IMPACT

We looked at the means available or used by officials at various levels to measure the impact of the academic exchange. Each commission or post has different views on the need and method for assessing impact.

Assessing impact becomes somewhat difficult when the previous processes--evaluation and followup--are treated informally. The following describe some of the views, frustrations, and methods of some of the commissions and posts.

Finland

Neither the Commission nor ICA Post officials have evaluated the impact of the Fulbright program. For the most part they view the value of the program in terms of number of former grantees who have achieved influential positions in the government or private sector. It is hoped that the grantee experiences favorably affect their attitudes toward the United States and provide them with a greater appreciation and understanding of U.S. foreign policy.

A Commission official believed it would be difficult to measure the impact of grantees' experiences. Personal growth and contact with a different culture seem to be key factors affecting American grantees' evaluation of their exchange. The direct effect on careers is harder to establish.

Officials told us that although the Fulbright program offers a small number of grants, it is still a very important part of Finnish/American educational exchanges and helps underscore the U.S interest in Finland. One particular benefit emerging in recent years is the establishment of a core of university professors qualified to teach American studies.

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1/"The World's Students in the United States" (Praeger, 1976), pp. 311-312.

Japan

Commission officials stated that the impact of the exchange is difficult to assess. For Japanese grantees, the final reports submitted to contracting agencies in the United States, which are to be forwarded to the Commission, provide the best means of assessing the immediate impact. In addition to the final reports, the Commission pointed to such factors as publications, earned degrees, greater public presence, career advancement, etc., as evidence that the Fulbright program is successful. However, the Commission and ICA officials stated that there is no precise way to assess to what extent the Fulbright program is increasing mutual understanding.

Germany

From both the Embassy and Fulbright Commission officials' points of view, it is exceedingly difficult to come up with criteria that can be used to measure the impact of the exchange program. Neither the Commission nor the Embassy prepares any documents on program impact. The impact and value of exchanges ultimately rest with the promotion of the exchanges themselves and the resulting benefits that are derived in mutual understanding between the two countries.

From our discussions with various Embassy and German officials, the value of the educational exchanges is usually described in individual terms. In Germany, the Fulbright program enjoys great status and prestige. It is recognized as an exceptional program for exceptional people and holds a special place in relation to other exchanges. To many Germans a Fulbright grant is viewed as a way of enhancing an individual's advancement and success. Many of the former Fulbright grantees we spoke with suggested that Fulbright grants were instrumental in attaining their present position. Many officials stated that the value of the exchange program is that it gives an exchangee an opportunity to look at one's own country from abroad and to become immersed in another culture.

From a program point of view, officials generally agreed that the multiplier effect--individuals going back home and promoting better understanding about the other country--was very much in evidence in the German-American exchange program. Others spoke of the fact that mutual understanding was reinforced when former Fulbright grantees attain high positions in the government. We were told that there are quite a few former Fulbrighters now occupying important positions in the German Government.

Nigeria

Post officials have not made any specific evaluation of the impact of the Fulbright exchanges. A Post official stated that such an analysis--tracing grantee careers, etc.--would be more a matter of curiosity rather than something useful. The official pointed out that the Post's objective is to use the Fulbright program to help Nigeria accomplish its development needs which he believed the program was achieving.

Officials further noted that another sign of impact was the Nigerians' desire to develop close ties with the American academic community because they were impressed with American educational institutions. They said the universities are an important institution in Nigeria. They further noted that if a civilian government assumes control of Nigeria, the academics will play an important part in the government.

Yugoslavia

ICA officials said it is difficult to measure the impact of the Fulbright program, especially since permission from Yugoslavian Government officials is needed to survey former grantees. However, the officials said that they often notice former Fulbright grantees in lists of Yugoslavian academic figures and, to some extent, among business and Government officials. ICA officials have also noticed cases where exchange of information and joint research projects have been carried out by American and Yugoslavian scholars as a result of the exchange program. Furthermore, a number of grantees have written papers or books based on their Fulbright experiences.

Embassy officials stated that an evaluation of the program in Yugoslavia would have to give consideration to the controlled environment in which the program operates, and the Yugoslavian inclination toward having most programs managed by Government entities.

In 1974 the Commission prepared a study on the first 10 years of the Fulbright program. The basis of the study was a questionnaire sent to 600 former Yugoslavian grantees, of whom 247 responded. The responses showed that

--83 percent thought their experiences were helpful,

--51 percent advanced professionally as a result of the grant experience,

--82 percent thought that their experience benefited their employer or organization,

--85 percent maintain U.S. contacts, and

--93 percent thought that educational exchange contributes to mutual understanding.

The processes of evaluation, followup, and measuring impact are marginally performed, if at all. As the system now operates, it is difficult to measure across the short term. Measuring the long-term impact on a grantee career and mutual understanding becomes difficult for lack of data and criteria. Any major attempt at developing systems to do these things should be undertaken only after the development of criteria to measure the impact of the program.

## CHAPTER 7

## OTHER MATTERS

### MUTUALITY

The Board of Foreign Scholarships is the policy setting body dealing with section 102 of the Mutual Educational and Cultural Exchange Act. In its policy statement, BFS set forth the following as one of its objectives:

> "To insist upon the mutual aspects of these programs, so that a wide range of openings continue to exist for students, teachers, and researchers to work in the United States and for American students, teachers, and researchers to work abroad. On occasion, this may require the Board to remind a government or one of its agencies that this is an exchange program, and that there must be some reasonable balance between the number of opportunities for those going abroad and those coming from abroad."

BFS emphasized this requirement for mutuality of exchanges in its 1971 "Educational Exchange in the Seventies" statement:

> "* * * there should be some modification in the present imbalance of opportunities for American and foreign researchers and students."

Mutuality, as it relates to the Mutual Educational and Cultural Exchange Act, is interpreted in different ways.

We asked the BFS staff what exactly it meant by mutuality and if that definition had changed recently. The BFS staff stated that the policy toward mutuality has not changed and that mutuality refers to equality in numbers of foreign and American exchangees under the Fulbright program.

Our conversations with program officials in the 12 countries we visited revealed that no universal interpretation of this policy exists.

Some of the overseas officials operate in accord with BFS policy. For instance, in Germany the Commission's Executive Director said that he believes that equality in numbers is important and should be achieved. From 1970 through 1979, the number of academic exchangees (actual and proposed) will have been approximately equal--2,224 Germans and 2,162 Americans.

Some officials pursue "mutuality" in the context of all educational exchange programs between the United States and the country in which they are operating. For example, in Japan, more Japanese are included in the Fulbright exchanges than Americans, because, according to Post officials, there are many more opportunities through other programs for Americans to study in Japan than for Japanese to study in the United States.

Other officials seek to divide funds equally between American and foreign grantees--this is done in India and Indonesia. Officials in these countries said that to approach mutuality in any other way would give an inordinate amount of funding to the American exchangees because it is more expensive to support an American grantee. The allocation of funds on a worldwide basis for the academic exchanges for fiscal year 1978 was almost equally distributed between American and foreign grantees.

Mutuality is not an issue to some officials. For example, in Finland, there have been more Finnish than American grantees. Program officials said that the balance in numbers of grantees has not been an issue because more Finns are interested in study and research in the United States than Americans are interested in study and research in Finland.

Mutuality operates in different ways abroad. Different circumstances in countries abroad influence the application of the policy of mutuality.

AGENCY COMMENTS

The Board of Foreign Scholarships stated that to interpret mutuality of exchanges as equality in numbers "is not precisely correct." The Board stated that its policy guidelines expressed mutuality as "maintaining a reasonable balance between the number of opportunities" for foreign and American participants.

Whether BFS policy on mutuality is in terms of reasonable balance or equality in numbers (dollars or participants), the point remains that officials abroad apply the concept, if at all, to meet program needs in their respective countries.

TEACHER EXCHANGE

Teachers in the Fulbright program instruct students at levels from elementary school to university and usually hold rank no higher than assistant professor. The emphasis is on teaching, not on lecturing or researching. This distinction

separates teacher exchanges from senior scholar exchanges. The teacher exchanges are administered by the Division of International Education, U.S. Office of Education.

A declining, low-priority program

During the past several years the opportunities in the teacher exchange program have decreased. During the 1962-63 academic year, American teachers were involved in exchanges with 45 countries; 37 countries during 1966-67; and during the 1978-79 academic year American teachers will teach in only 6 foreign countries under the auspices of the Fulbright program.

The primary reason for this decline has been the BFS emphasis on higher education in view of budget restraints. For example, in 1971, BFS stated that its goals would most likely be met by "restricting exchanges primarily to persons engaged in university or higher education-equivalent activities."

Arrangements for exchanges differ

With the teacher exchange program, there are different arrangements in different countries. Exchanges with Canada, Germany, and the United Kingdom require exchangees to secure a leave of absence with pay from their home institution. In addition to salaries, Americans going to Germany receive a stipend from the Fulbright Commission for the higher cost of living they will encounter. Teachers from the United Kingdom receive supplements from their Ministry of Education and Science for the same purpose during their U.S. sojourn.

In exchanges with New Zealand and Switzerland, the teacher secures a leave of absence without pay. Exchangees' salaries (or maintenance allowances paid in lieu of salaries) are paid by the host institution or binational education foundation.

There is also a one-way grant program--no exchange of teachers. The teacher grantee must secure a leave of absence without pay. The grantee receives a maintenance allowance in lieu of salary.

The following chart shows the number of teacher exchanges for the 1978-79 academic year.

| | Two-way exchange | | One-way exchange | | |
|---|---|---|---|---|---|
| | Foreign | American | Foreign | American | Total |
| Canada | 12 | 12 | - | - | 24 |
| Denmark | - | - | - | 1 | 1 |
| Federal Republic of Germany | 14 | 14 | 1 | 1 | 30 |
| France | - | - | 1 | - | 1 |
| New Zealand | 2 | 2 | - | - | 4 |
| Switzerland | 1 | 1 | - | - | 2 |
| United Kingdom | 103 | 103 | - | - | 206 |
| | 132 | 132 | 2 | 2 | |
| | | 264 | | 4 | 268 |

The heart of the teacher exchange program is termed the "interchange." This is the one-for-one, job-for-job, direct exchange of an American teacher and a foreign teacher for 1 academic year. The exchanged teachers assume each other's position in the home school and in many instances they exchange domiciles and automobiles. This aspect of the exchange makes them truly mutual exchanges.

The interchange arrangement minimizes program costs. The institutions involved bear the major cost of teacher salaries. Travel costs are also low. Of the 268 American and foreign participants, only 35 received funding for roundtrip transportation. That was for the grantee only; no dependent travel was paid.

Administrative processes handled well

The selection process produces the required, highly qualified, candidates. The peculiar aspect of this program is that each exchange is the result of the meticulous matching of the characteristics and skills of the available candidates, one to one, and the mutual acceptance by both institutions involved (the paired candidates must agree to all the working and living arrangements that are made).

The German selection committee installs a special ranking factor in its teacher applicants. The German evaluators look for candidates who will be messengers of German culture and who are willing to communicate that culture to the American people.

Teacher exchanges require the total immersion of the exchangees into new cultures. It is important therefore that a good orientation be provided for these exchangees. We believe that the orientation efforts for the teachers are done well. The teachers going to Germany are met at John F. Kennedy Airport in New York by the OE staff for a 1-day session before their departure. After they arrive in Germany, these teachers are taken to Bonn to attend an extensive familiarization program about the people, culture, politics, and educational system of Germany. During this orientation the American exchangee will usually meet and talk with his/her counterpart about their new working and living environments.

In Washington, D.C., an orientation program is conducted at The American University for all foreign teachers and the American teachers going to the United Kingdom (103 for 1978-79). During this 1-week orientation the teachers and their families are briefed on what they might expect to encounter during their exchange. Also, the American and United Kingdom pairs and their families have the opportunity to exchange specific information about their upcoming tasks.

Our review of randomly selected evaluations prepared by the exchangees and the host institutions revealed few complaints, but many compliments for the processes of selection, reception, orientation, and assistance to the exchangees. Most of all, the (1) exchangees were impressed by the effects the experience had on themselves and (2) host institutions were impressed by the effects the exchangees had on the institutions.

## HOST INSTITUTION PLANNING FOR AMERICAN PROFESSORS

The American professor lecturer program has encountered difficulties in host institution planning for the grantee. We noted in some countries that either the host institution had not developed any plans or had reassigned the American professor to an assignment not commensurate with his/her training or preparation in accepting the grant. The problem exists primarily in those countries that are striving to develop their higher educational system.

The following examples represent types of institutional planning encountered by American professors and some of the reasons for the uncertainty in their use.

## Mexico

The problem of planning for American professors in Mexico is attributed to the Mexican system which does not plan courses as far in advance as American universities. For example, one professor was given a grant to teach education in a masters degree program but found no students at that level. The Mexican university had the professor teach other courses, but the professor quickly became dissatisfied. The professor subsequently served as a consultant to the Mexican Ministry of Education.

Although this example is a typical problem, we were told that there is such a demand for American Fulbright professors in Mexican universities that they can be switched to another university. This causes problems in trying to convince a professor to stay flexible until the right position is found.

## Ecuador

In Ecuador, the Commission faces another type of problem in getting universities to plan for Fulbright professors. Each year the dean of a university is elected by the professors and students. A new dean may or may not want the American professor. In 1978, each university was asked to relate their needs to the Commission program proposal for 1980 and submit a written proposal specifying what type of lecturer is needed. In previous years, plans were made before the initial contact with the university which resulted in 90 percent of the lecturer programs being changed.

Poor planning by the universities is one reason the Commission decided to extend the lecture grant period from 3 to 6 months. Part of the problem also stems from the fact that classes are frequently canceled.

## The Philippines

During the 5-month grant period, American lecturers in the Philippines normally teach one or two courses and provide consultative services on curriculum development and dissertation topics. Commission officials have experienced difficulties in programing affiliation agreements because of the short leadtime given to universities to plan and prepare for a Fulbright lecturer. As a result, finalization of exactly what the American grantee will do usually occurs after arrival in the Philippines.

Some American Fulbrighters have complained that they were given insufficient information on what was expected of them. Commission officials responded that it is the grantee's responsibility to pursue his/her program with the host institution and that the Commission will assit whenever possible. Nevertheless, according to the Commission officials, these grantees adapt quite well, considering their short stay in the Philippines.

Nigeria

Fulbright professors in Nigeria often find that (1) the host institutions are not well prepared for them and (2) their duties are different from those advertised in the grant announcement. Some of the Fulbright professors expressed disappointment because they have little contact with the university administration. They were, however, critical of the way in which they were notified of changes in their responsibilities as illustrated by the following examples taken from grantee final evaluation reports.

> Example 1: "Grantees should have access to more candid descriptions of the course(s) or other duties expected from them and the host institution should then be held to this contractual agreement. In my situation, I came as a visiting professor of ceramic art and taught in this role for exactly one month. Without being as much as forewarned * * * [I] was made head of a brand new department, I resented [the] lack of communication of being consulted, etc. On the one hand, I was flattered and pleased to have this added and heightened administrative experience but I would have liked to have had the opportunity of saying no."

> Example 2: "The Appointment as described in the Fulbright Announcement was in the field of Educational Guidance and Counseling. In an interview by the Dean of the Faculty, I was informed that I was being recruited to be the Dean of the (to-be-organized) Faculty of Education. Upon arrival, I was appointed Acting Head of the Department of Education. There is not yet a department for guidance and counseling, nor is there such a course offered."

According to post officials, the Nigerian universities do not have the infrastructure to carefully plan an American professor's schedule. American professors are rarely officially

received by university officials and they must initiate contacts on their own. Nevertheless, the grantees generally believed their experience was worthwhile.

Yugoslavia

Many American professors have expressed dissatisfaction with their Yugoslavian affiliation. This dissatisfaction stems from the universities not having classrooms and study materials available. In some cases, the university was not aware of the grantee's arrival. ICA officials told us that some universities were willing to accept Fulbright grantees because they were "something for nothing." The universities, however, do not make any special effort to assist then. Officials were aware of these problems but have not been successful in resolving them. They said that discontinuing the program or excluding the uncooperative universities has not been considered because there are so few exchange opportunities and maintaining the Fulbright program is very important even considering the problems grantees experience.

Problems in the use of American lecturers, based on our review of evaluation reports, do not prevent the achievement of mutual understanding or mean that the lecturers' experiences are unrewarding. Most grantees in those countries where difficulties occurred have not allowed the problems to negate their grant experience. The basic problem appears to be the lack of clear communication on the potential for change in the grant position as announced, the stage of the host country higher educational system, and the grantee responsibility.

Perhaps the view of the Commission in the Philippines that the grantee should contact the host institution to work out details of what is expected, is the simple solution to the problem but this would warrant emphasis by ICA, the commission, post, and the contract agency. The emphasis could be placed in the grant announcements, in communication with the grantee at the time the grant is awarded, and again when affiliation has been arranged.

BFS noted that the example of poor utilization of an American Fulbright professor by a foreign university is somewhat distressing and can be largely avoided with proper advance planning and consultation with host institutions. The presence of a binational commission and an experienced staff exercising their full planning and administrative roles can also minimize such problems.

## THE OFFICE OF EDUCATION FULBRIGHT PROGRAM

Section 102(b) (6) of the Mutual Educational and Cultural Exchange Act authorized the President to provide for:

> "* * * promoting modern foreign language training and area studies in United States schools, colleges, and universities by supporting visits and study in foreign countries by teachers and prospective teachers in such schools, colleges, and universities for the purpose of improving their skill in languages and their knowledge of the culture of the people of those countries, and by financing visits by teachers from those countries to the United States for the purpose of participating in foreign language training and area studies in United States schools, colleges, and universities."

OE administers its portion of the Fulbright program to complement its Title VI programs funded by the National Defense Education Act of 1958. The Title VI programs help develop foreign language and area specialists in the less commonly taught languages and cultures of the world. The Title VI programs are conducted only in the United States; the OE Fulbright programs provide opportunities for study and research abroad.

In our report on the Title VI programs, "Study of Foreign Languages and Related Areas: Federal Support, Administration, Need" (ID-78-46, Sept. 13, 1978), we identify both the Title VI programs and the related Fulbright programs administered by OE.

### The complex connection among the programs

Through Title VI, general support is provided to selected institutions of higher education to conduct educational programs in needed foreign language and area studies. Because the study of Western languages and areas is common in the United States, the programs are directed to the needed, or uncommonly taught, languages and areas.

Also through Title VI, fellowships are awarded to selected students to enable them to pursue the study of uncommonly taught foreign languages and areas. These fellowships are for study within the United States. (Certain exceptions are made for approved overseas programs.)

The Office of Education uses its Fulbright program authority to provide grants for study abroad. These grants, like the Title VI program, are directed to the uncommonly taught foreign languages and areas.

The Fulbright program managed by the International Communication Agency provides Americans with many different kinds of educational experience abroad involving any number of disciplines and is worldwide in scope. It is not directed to meeting the national needs for language and area specialists, but is available to American student applicants pursuing courses in foreign language and area studies.

Differences between ICA and OE Fulbright Programs

The ICA projects are planned by posts and binational commissions and are mutual, i.e., they include American and foreign participants. The OE programs are planned primarily for American participants and are not mutual. A limited number of grants, however, are provided to foreign participants to come to the United States to help institutions develop curriculums for foreign language and area studies.

The ICA program

--is directed to achieving mutual understanding;

--is directed to all areas of the world; and

--seeks contributions from other governments.

The OE program

--is designed to promote the study by Americans of needed foreign languages and areas;

--is limited to those world areas in which the needed foreign language is spoken; and

--does not seek contributions from other governments (foreign government contributions are involved in Eastern Europe for those grantees jointly funded by the International Research and Exchanges Board and OE).

| | Fiscal year 1978 (note a) | | | | | |
|---|---|---|---|---|---|---|
| | Senior scholars | | Students | | Total | |
| | ICA | OE | ICA | OE | ICA | OE |
| Latin America | 67 | 11 | 47 | 18 | 114 | 29 |
| Middle East/South Asia | 109 | 13 | 5 | 31 | 114 | 44 |
| East/Southeast Asia | 90 | 11 | 18 | 36 | 108 | 47 |
| Africa | 58 | 3 | 9 | 17 | 67 | 20 |
| East Europe | 114 | 19 | 22 | 25 | 136 | 44 |
| West Europe | 266 | - | 260 | - | 526 | - |
| Total | 704 | 57 | 361 | 127 | 1,065 | 184 |

a/Includes Americans only in the major ICA and OE Fulbright dollar funded programs. Western Europe is not included in the OE program but is an area of heavy concentration for the ICA program.

The processes of the OE grants

The Board of Foreign Scholarships exercises the same authority over the OE Fulbright program that it does for the ICA Fulbright program--it approves all selections. Before BFS approval is given, proposed OE projects are submitted to the post or commission for review as to feasibility and sensitivity. The processes of exchange--selection, orientation, reception, assistance, evaluation, followup and impact--are similar to those in the ICA program, with two exceptions.

--No formal orientation is needed for the OE Fulbrighters because they are highly trained and knowledgeable of the language and culture of the area they plan to visit. OE administrators do send copies of reports from previous participants to successful applicants to improve their knowledge of the country and to inform them of situations they are most likely to encounter.

--ICA grantees are directly involved with and sponsored by posts and commissions. OE grantees are selected and sponsored by OE and institutions in the United States which control and generally

disburse funds to OE grantees. The OE grantees, once in the country, are involved with posts and commissions for administrative matters (visa, housing, registration with host country, administrative units) rather than program guidance.

The Office of Education reimburses the overseas posts and commissions for assistance rendered to OE Fulbright grantees. The rates of reimbursement are $100 for each individual program and $250 for each group project.

Comments from U.S. officials abroad on OE program operations

The Commission has little control over the activities of OE Fulbrighters once they are in India. In recent years, they have been invited to the Commission's orientation seminar and evaluation conference for ICA Fulbrighters, but their attendance has been voluntary.

In Indonesia and the Philippines, post or commission officials help OE Fulbrighters with visas, informal orientation, housing arrangements, etc., as requested by the OE Fulbrighters. The OE Fulbrighters are not required to submit any reports to the post. The post assumes that OE monitors the activities of its grantees.

According to Commission officials in Japan, they provide assistance to OE grantees on a reimbursable basis. Such assistance entails visas, housing information, and limited program assistance. OE grantees are invited to some orientation sessions and social events for ICA Fulbrighters. The Commission does not monitor the activities of OE Fulbrighters, there is no requirement for grantee reports to the post, and the grantees are free to do whatever they wish.

In Ecuador, the Commission provides some informal assistance to the OE grantee but officials were not sure what their responsibilities were regarding the OE grantees. They were unable to answer frequent questions from OE grantees about their grants.

In none of the 12 countries we visited were there any known problems caused by the OE grantees. In practice, the ICA and the OE Fulbright programs are planned and managed in different ways to achieve different objectives. In our opinion, little purpose would be served by attempting to operate the programs in any common fashion. The only common factor is the Fulbright association and the role of the Board of Foreign Scholarships.

It does appear evident that the ICA Fulbright programing in the field ought to consider the impact of the OE Fulbright program. To the extent the latter meets the objectives of the ICA program available ICA resources could be directed to other areas. In our report on "Coordination of International Exchange and Training Programs--Opportunities and Limitations" (ID-78-37, July 24, 1978), we recommended that:

> "* * * the Director of ICA arrange with the State Department to issue new instructions to the field designed to reemphasize and clarify interagency data sharing and coordination requirements. Such instructions, addressed to missions in all countries in which more than one U.S. agency, public or private, conducts significant exchange activities, might usefully [among other things]:
>
> > "* * * Stipulate that program proposals and grantee nominations of all country team elements take account of and report on related activities of all other U.S. public or private agencies.* * **"

## CHAPTER 8

## THE INTERNATIONAL VISITORS PROGRAM

Section 102 of the Mutual Educational and Cultural Exchange Act of 1961, as amended, authorizes the President to provide, among other things, for cultural exchanges by financing "visits and interchanges between the United States and other countries of leaders, experts in fields of specialized knowledge or skill, and other influential or distinguished persons."

In fiscal year 1978, about 2,300 people came to the United States under the International Visitors Program (IVP) at a cost of about $14 million. The visitors came from virtually every country in the world. Generally, each visitor spends about 30 days in the United States and receives economy air travel costs plus a modest per diem payment. (The $45 per diem was increased to $50 in May 1978 and to $55 in January 1979.) Non-English-speaking visitors are accompanied by an escort-interpreter, and some English-speaking visitors are accompanied by an escort.

Most visitors have individual programs in the United States, i.e., alone (or with escort) they visit people and places in the United States. Group programs include visitors from the same or different countries with a common interest, e.g., law, medicine, journalism, government, and so on.

For purposes of clarification, it should be noted that IVP is not connected with binational commissions or the Board of Foreign Scholarships. It is not an academic program, nor does it involve exchanges--it is a one-way program. There is no explicit cultural orientation component to provide visitors with information to promote an understanding of the history, customs, and values of the United States. The cross-cultural experience gained by Americans through the program is, in our judgment, incidental.

International visitors

| | FY 1977 (actual) | FY 1978 (actual) | FY 1979 (estimated) |
|---|---|---|---|
| Finland | 19 | 21 | 16 |
| Germany | 76 | 42 | 49 |
| Nigeria | 50 | 73 | 37 |
| Yugoslavia | 36 | 52 | 58 |
| India | 24 | 26 | 28 |
| Indonesia | 25 | 20 | 23 |
| Japan | 54 | 51 | 62 |
| Philippines | 17 | 21 | 18 |
| Colombia | 8 | 14 | 16 |
| Ecuador | 10 | 33 | 14 |
| Guatemala | 5 | 10 | 7 |
| Mexico | 21 | 33 | 32 |

HOW THE PROGRAM WORKS

With fiscal guidance provided by Washington, post officials plan an annual program identifying the number of international visitors and the areas or themes for concentration (media, government, business, etc.). A committee consisting of senior Americans at the post makes and reviews recommendations for candidates for the program. A candidate is invited after approval from Washington. After his/her acceptance (or that of an alternate if the invitation is declined), the timing of the visit is arranged. This can be difficult because the important people included in the program have only limited times when they can meet visitors.

Before the visitor leaves for the United States, post officials ask what places, persons, and things the visitor would like to see. This advance programing information is furnished to Washington and to a programing agency in Washington (under contract to the International Communication Agency.) These programing agencies include the Visitor

Program Service which has 13 programing teams, IIE which has 6, and the African-American Institute which has 2. The first week of a visitor's program is spent in Washington, where contacts are arranged in advance. During the week the visitor and the programing agency work out in detail the remainder of his/her program in the United States.

A key program ingredient is the assistance rendered voluntarily by local community groups. These groups work with the Washington programing agencies and meet the visitor when he/she arrives in their cities. In addition to assisting in the formal part or working part of the program, these volunteer groups provide opportunities for the visitor to enjoy informal activities, such as home hospitality.

The visitor, on returning home, is invited to meet with an American official at the post to discuss the visit. At no time is the visitor required to complete a document evaluating the visit and the processes associated with the visit.

Based on our reviews in 12 countries and in Washington agencies, we believe the International Visitors Program is well administered.

SELECTION

In all of the 12 countries visited, the process of selecting visitors involves senior American diplomats; State Department political, economic, and other officers; and senior officials of other American Government agencies. In one of the countries visited, the official in charge of the exchange program expressed the view that because the program was an International Communication Agency program, the selection system should be changed to exclude the role of State Department officials in the selection process. In other countries, officials expressed their opinion that the role of State Department officials should remain unchanged.

In our view, the role of State Department officials abroad in the program should remain unchanged. The nature of the International Visitors Program, in our judgment, makes their participation essential.

Selecting repeaters

One difficulty in the selection process for IVP concerns those candidates who have previously been to the United States. Present program instructions state that in selection, preference should be given to persons who have not previously visited the United States. Persons who have visited the United

States on a grant awarded by a U.S. Government agency are ineligible for the program unless special circumstances permit and it is considered advantageous to the United States.

In a program designed primarily to advance mutual understanding, preference for persons who have not been to the United States before is unassailable as a general rule. It is an important principle in the academic exchange programs; however, we do not believe it is an important principle in IVP. The objective of IVP is to improve and strengthen the international relations of the United States by developing an informed nucleus of influential persons in other countries who can convey to their countrymen an accurate understanding of the United States and its people.

To do this, it may be more appropriate in many instances to give preference to a candidate who has previously been to the United States.

In the Philippines, we found that 40 percent of the fiscal year 1977 IVP grantees had previously been to the United States. Of the five randomly reviewed 1978 grantee files, four showed the IVPs had previously been to the United States.

U.S. program officials in the Philippines said this situation was unavoidable because most influential or soon to be influential persons in the Philippines have spent some time in the United States, especially earning degrees. They also said that the grantee's previous experience often included either a personal or narrowly focused professional trip.

Individual international visitor versus group international visitors

Of the 2,000 visitors participating annually, about 600 are included in group projects. Generally, group projects, as distinguished from individual projects, reduce programing costs since one program will serve the entire group. The package approach permits the use of one escort official (or two if the group is divided at some point in the program) and one arrangement of airline tickets and hotel accommodations. In addition, members of a group can share their own experiences--a comment noted favorably by group members participating in groups composed of members from different countries.

On the other hand, if the group is composed of members from different regions, each participant is required to speak English, a limiting factor in the selection process. Little flexibility on the timing of his/her visit is afforded the group project visitor. The group visitor cannot have the

final say on the program as the individual visitor can, although an individual in the group can receive an individual itinerary for a part of the visit.

Some U.S. officials abroad point out that the costs for each visitor participating in a group are larger than for the individual visitor. Reference to costs are only to those charged against the country funds. The additional costs are due to a slightly longer program for some group projects. According to some U.S. officials abroad, when a group project has members from both developed and developing countries, members from the developed countries do not find the program sufficiently advanced. Other officials had mixed feelings on their preference of the group or individual projects.

ORIENTATION, RECEPTION, AND ASSISTANCE

The IVP deliberately does not contain an explicit component of cultural orientation in the history, politics, or values of the United States. Abroad, the visitor is provided whatever practical information needed before the visit.

Reception takes place in one of the five reception centers in the United States. Program officials meet all visitors as they arrive at the airport in Washington. They are also often met on arrival throughout the United States. Reception, appropriately, is given high priority in the International Visitors Program.

The program reacts quickly to meet the needs of the visitors. For example, one visitor included in a group program learned after 4 days that the group program was not what she wanted, so an individual program was quickly arranged.

EVALUATION, FOLLOWUP, AND IMPACT

There is little in the way of evaluation, followup, and measuring impact. International visitors are not asked to complete documents evaluating their visits. Many are accompanied by escorts or escort-interpreters who do complete reports on the visit. Other are in contact, as needed, with program officials. All visitors are invited, but not required, to meet with an American official abroad on completion of the visit to discuss their experiences.

Post followup is strictly ad hoc. Posts put names of returning visitors on an embassy mailing list. These lists can be used to identify those who might be invited to embassy

functions and are used to announce various ICA programs--lectures, film shows, seminars. While program instructions require posts to maintain contact with former visitors, there are practical problems in doing so. U.S. officials call on former grantees for help when a visiting American expresses a desire to meet with foreign counterparts, and for other specific needs. There is, however, no program for universal contact with all former grantees.

There is no formal process of assessing the impact of the International Visitors Program. Usually, program managers point to individuals in high places abroad, usually government posts, who are former program participants as indicators of program impact. This is a convincing indicator of program success if one sees the objective of the program as influencing foreign leaders favorably toward the United States.

Material prepared in September and October 1976 by the ICA predecessor organization showed that former participants in the exchange program included 271 cabinet ministers (in 77 countries) and 41 prime ministers, presidents, and heads of state.

With respect to evaluation and impact, U.S. officials abroad, including those beyond the ICA elements, overwhelmingly praised the program. It was quite apparent to us that in many embassies competition existed among various officers to get their nominations approved.

The operation of the International Visitors Program over many years has helped many thousands of influential foreigners and Americans make contacts useful to furthering the transnational dialog and thus contributing to mutual understanding.

APPENDIX I

**International Communication Agency**

United States of America
Washington, D.C. 20547

Office of the Director

August 27, 1979

Dear Mr. Redell:

We would like to commend you and your colleagues for the high quality of the draft report on "Selecting and Assisting Participants in the Fulbright-Hays Exchange Program."

We agree that additional attention should be devoted to orientation of scholars and to the planning for American lecturers in some countries. We also endorse the spirit and the substance of your key recommendations that in the final analysis many of the tough judgments must be left to those nearest to the program--the binational commissions and USICA posts. Your suggestions on both matters are ones we will pursue forthwith to improve these aspects of the exchange program.

We would like to register major disagreement with your conclusion on allowances. We do not judge them to be generally adequate. In fact, we view their gradual deterioration as a matter to be corrected before the quality of scholars willing to apply is seriously affected and the effectiveness of those who are exchanged is undermined.

Specifically, we find that the disparities between the OE-administered awards and USICA-administered awards are larger than can be justified in many countries. Differences in the types of scholars involved are not sufficient to justify the existing

Mr. John D. Redell
Assistant Director
International Division
U.S. General Accounting Office

disparities; the same scholars are frequently involved. A more important problem is indicated by the growing body of evidence that both senior American scholars and graduate students report having to use substantial amounts of personal savings just to meet minimum living costs. In sum, we are finding a number of symptoms of a serious problem. We are developing proposals to address some of the disparities and to raise the level of some of the grant benefits. We would be pleased to discuss our data with you.

The comments on problems in the academic program in Yugoslavia are well stated and describe a situation frustrating to all who deal with this program. The problems continue to be a major concern to the Agency and to the Board of Foreign Scholarships. For example, a review of the program is scheduled for the next meeting of the European subcommittee of the Board. Problems such as housing and conditions at the institutions cannot really be altered, but grantees' expectations can be influenced by pre-departure and arrival orientation. The Commission has been examining grantee benefits, and some increases have been made. Efforts can be made to further improve briefing materials and to conduct better orientation sessions. In spite of the many problems, we continue to believe that the program is worth continuing effort and that the result will be a significant contribution to mutual understanding.

In an attachment, I have listed proposed corrections of factual errors or misleading statements.

Sincerely,

Charles W. Bray III
Acting Director

# THE BOARD OF FOREIGN SCHOLARSHIPS

A Presidentially Appointed Board Responsible to the Congress and the Public, Authorized Under Public Law 87-256 the Mutual Educational and Cultural Exchange Act of 1961

OFFICE OF THE CHAIRMAN
WASHINGTON, D.C. 20520

August 29, 1979

Mr. John D. Redell
Assistant Director
International Division
U.S. General Accounting Office
Washington, D.C. 20548

Dear Mr. Redell:

I appreciate the opportunity to respond to your letter of August 8, 1979, requesting comments on your draft report, "Selecting and Assisting Participants in the Fulbright-Hays Exchange Program."

The Board is most grateful for the initiative of the U.S. General Accounting Office in undertaking this study and we appreciate many of its conclusions. We have carefully reviewed the draft and have included our detailed comments and suggestions in the enclosure.

There are several overall observations about the report which we believe should be noted specifically. Since the GAO is undoubtedly supportive of the academic exchange program we hope it will not be reticent to say somethin positive about the success of the Fulbright Program early in the report. It was Arnold Toynbee who once wrote "along with the Marshall Plan, the Fulbright Program is one of the really generous and imaginative things that have been done in the world since World War II." The draft report does not leave the reader with the impression that the Fulbright Program has received such acclaim around the world.

One also has the impression that the report covers far more than the title of the report conveys. Perhaps a broader title would be more appropriate for the subject-matter encompassed in the study. At the same time, portions of the report attempt to make comparisons between academic exchanges and international visitor exchanges when there appear to be no basis or little relevance for such comparisons. The fact that the international visitor program is covered in one brief final chapter of the study also raises the question of (1) why that program was not covered in the detail that the academic exchange programs were covered for a more balanced report, or (2) why was it included at all?

Various references to maintenance allowances and grant benefits for academic grantees leave the impression that these are adequate or are not a major problem. With recent sharp increases in the cost of living in most countries and continued inflation, we are certain that inadequate allowances and grant benefits have now become one of our major problems.

Thank you again for sending the Board copies of the draft report. If additional views are sought please do not hesitate to let me know.

Sincerely yours,

Monroe D. Donsker

Monroe D. Donsker
Chairman

Enclosure:
BFS Comments

(467290)

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